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Post-Earthquake Haiti:
What We Saw

Q&A with Ryan Crocker

You've Got the Contract.
Now What?

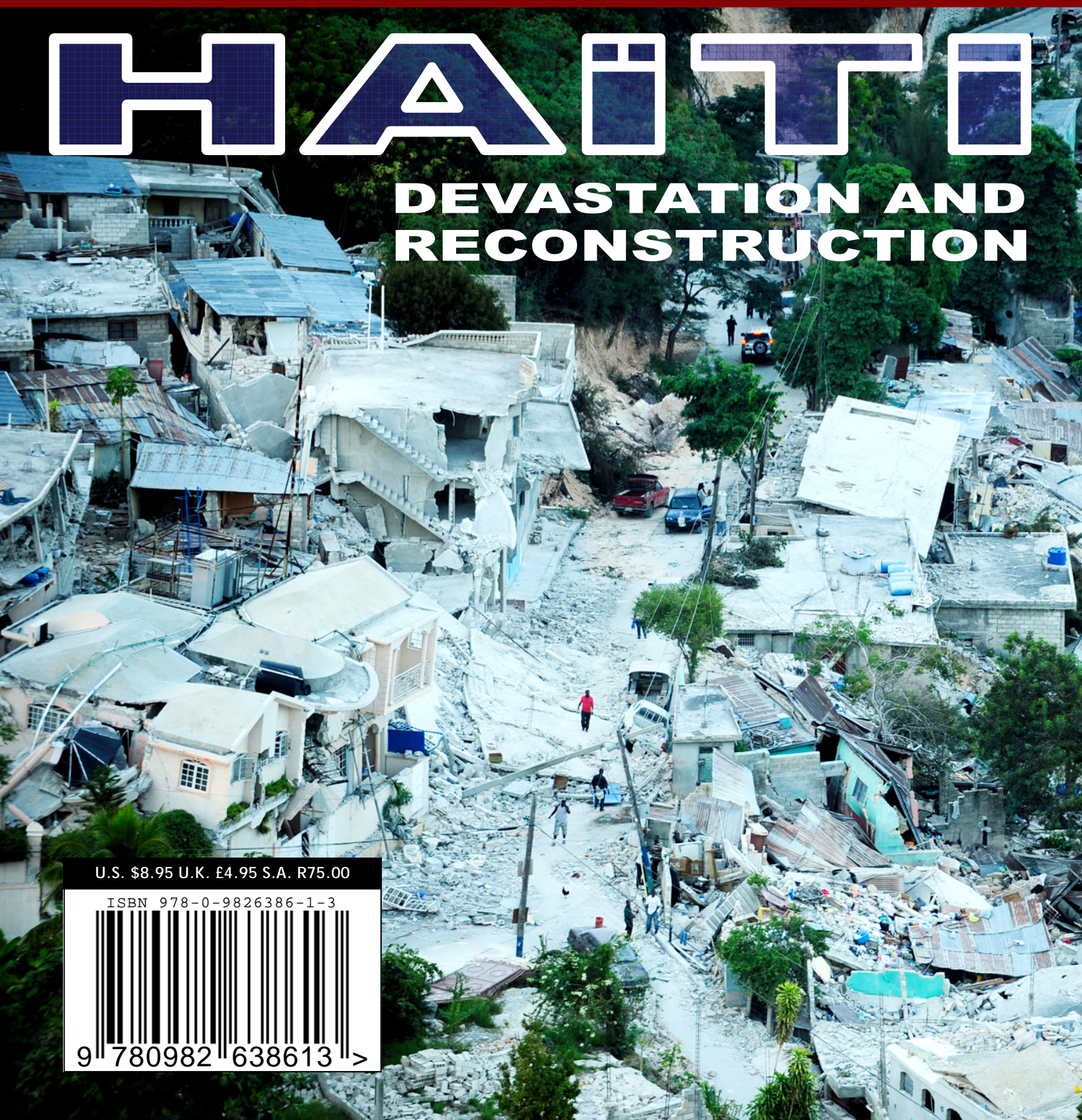
Can There be a Good Coup?



The Publication
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Crushing: Port-au-Prince. Photo: Tech Sgt. James L. Harper Jr./U.S.A.F.

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Doug Brooks

Shifting the Blame

Are Government Clients Giving Contractors a Bad Name?



To be passed. Photo: Stock

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CONTRACTORS provide all the special skill sets, cost effectiveness, temporary capacities, staying power and other ingredients essential for peacekeeping, stability operations and disaster relief to enjoy any measure of success. No one would be hiring contractors if they usually failed. In fact we generally hire them because they tend to be remarkably successful. However, it would be hard to comprehend this level of success based on what we read from pundits and in the media. And part of the reason for a negative narrative is because companies cannot be openly critical of their biggest clients: governments.

Contingency contractors are hired to support international policies in dangerous and difficult places because the international community wants them there for essential political and humanitarian operations. While most of the West's focus is on Afghanistan and Iraq where tens of thousands of (mostly local) contractors toil in support of Western policies, thousands of contractors are also working in support of international efforts in the D.R. of Congo, Darfur, South Sudan, Somalia and of course in Haiti helping with the post-earthquake reconstruction. Despite this universality, demonstrated value and usefulness we can

count on the government clients taking the credit for success yet allowing blame to fall on the contractors when there is failure. Blaming contractors is not a bad idea from a government perspective since contractors are unlikely to fault their biggest clients. Blaming government clients can cost existing and future contracts; it could trigger all sorts of subtle retaliation including additional audits, expensive project modifications or simply harmful reports – harassments that seldom find their way into public discourse. Thus from a policy perspective we are too often only hearing half the story which can undermine wider understandings of the potentials and capabilities of contingency contractors.

Despite inherently dangerous and difficult conditions the vast majority of contracts are successfully accomplished but we hear little about the contracting community except when they are catching the blame for problems or allegations. We should not expect *The New York Times* to print a headline declaring that despite war, abysmal infrastructure and countless other hindrances the military operations in Afghanistan and Iraq are the best supported and supplied in history. You are far more likely to read of a contractor accidentally running over someone's goat.

Indeed, former Under Secretary of Defense for Acquisition, Technology and Logistics Jacques Gansler calls it the 'global war on contractors.' There is often an ideologically-driven spin to sensationalize or negatively slant coverage of contingency contractors. For example, a 2009 Commission on Wartime Contracting (CWC) report highlighted government funds lost to 'waste, fraud and abuse,' but emphasized the waste caused by poor government policies and oversight capabilities. Unfortunately, the watchdog group Taxpayers for Common Sense, a respected NGO that does useful oversight of federal programs, morphed 'waste, fraud and abuse' into the simpler and more sinister 'fraud and abuse' in a story on Department of Defense contracting, thus subtly redirecting the blame toward contractor malfeasance instead of the government. In an age of 'vengeance contract management' where the focus is overwhelmingly on finding contractor fault instead of ensuring successful international policies, this kind of demonization is particularly harmful.

Being a 'fall guy' for the government comes with being a contractor. This reality been demonstrated time and again in investigations by the U.S. Government



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Responding to Haiti's Crisis

Challenges to Supporting the Post-Disaster Relief Effort



Devastating. Photo: T. Sgt. James L. Harper/U.S.A.F.

BECAUSE the U.S. Air Force had taken over the Port au Prince International Airport and closed it to anything other than daily military and aid flights, Unity's Crisis Response and Facilitation Team (CRAFT), like so many others responding to the disaster, made its way to Haiti overland via the Dominican Republic (DR). The border crossing at Jimani served as the most accessible point of entry from Santa Domingo. The journey required a four-hour drive through modern Dominican cities and quaint little towns in the country side, highlighting the contrast between one side of Hispaniola to the other, and orientating the team to the locale and the background of the indigenous population.

The team made its last stop for fuel at the service station on the outskirts of Jimani, where, for the first time on the journey, children surrounded the vehicle, asking for money in both Spanish and Creole. The line for the border crossing began several hundred meters away.

On the Dominican side, tractor-trailers with aid supplies and heavy machinery lined up as far as the eye could see, while smaller vehicles jockeyed for position in between them, all inching their way to the border gates. Many of the smaller vehicles

stood out from the crowd; shiny, newer model SUVs transporting Blanc (foreigners) to Haiti to support the immediate crisis management in the crippled country.

On the Haitian side, motorcycle taxis and tap taps, small pickup trucks with benches welded to their chassis that were operating as make-shift buses, delivered passengers as close to the border as possible before said passengers continued on foot out of Haiti and into the DR. Many tap taps were carrying loads of people heavy enough to make their front ends bounce up slightly. After the tap taps dropped them off, the Haitian passengers continued on, burdened by the heavy loads they carried on their backs, in their arms and on their heads, to whatever promise or perception of life existed for them in the DR.

Since January 12 the number of international aid workers attached to NGOs in Haiti has skyrocketed. Haiti has long been home to scores of NGOs and hence the organizations' collective organizational knowledge was tremendous; as was their empathy and the long-term commitment – they and their staff remain on the front line of this disaster. Many are faith-based organizations providing assistance and

developing immediate-consequence management programs for the millions of Haitians impacted by the earthquakes. Other international organizations have mid- to long-term mandates to build capacity within the Haitian population to rebuild their country's infrastructure, utilities, industry and public services.

The emergency and crisis management phases that have followed the earthquake have also drawn in large numbers of well-intentioned, but less prepared organizations that have unfortunately created additional challenges. Many have arrived without orientation or appreciation of the issues and dangers indelibly linked with the situation, dangers that range from environmental to health and security risks.

The stark images of destruction the team observed during its first journeys through Port au Prince and surrounding areas remain burned into their minds to this day. The massive destruction is reminiscent of European cities destroyed by aerial bombings during World War II.

At first glance, many buildings appeared so perfectly symmetrical that it was hard to believe that they were actually the remnants of structures that had once

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stood six or more stories high, but had collapsed downward on themselves. The earthquakes had reduced other buildings and facilities to no more than piles of rubble, with cement, clothing, furniture and human remains all mixed up in an unnatural and grotesque collage.

It is not surprising that engineers from around the world have concluded that the enforcement of building regulations was virtually non-existent, which allowed for low-grade building construction practices. This oversight resulted in a far more devastating level of destruction than should have ever occurred.

The zone between the DR and Haiti was visibly occupied by both Dominican and Haitian border representatives; but despite this fact, looters were still openly removing the contents of the aid trucks and putting them up for sale in a basic, open air, border market.

Following the recent arrests for alleged child trafficking, the team was surprised at the total absence of snap checkpoints when it traveled to and from the border. Indeed, team members did not encounter officials from the Haitian Police (PNH), the U.N. or International military forces from the border all the way into Port au Prince, a distance of 50 miles.

The dangers extant in Haiti are often taken for granted; issues such as the limited driving capability and lack of well-trained Haitian drivers are two of the most challenging of these. Other security concerns for the growing international community include kidnapping, car-jacking, home invasion, robbery and civil disorder. In the two years preceding the earthquake, it was generally agreed that the security situation was stabilizing, as MINUSTAH (the U.N. mission to Haiti) forces, international law enforcement agencies and the PNH established a semblance of order and arrested many criminal figureheads.

Significantly, in the pandemonium of the earthquake, a prison break occurred at the

national prison in Port au Prince, effectively setting thousands of criminals and gang members free. This has served as a cornerstone to rewinding the security scene, one that the country's general desperation only further exacerbates.

Disease is also of major concern in Haiti: many internationals are not taking anti-malarial medication and lack awareness of the risks of dengue fever, TB, cholera or



Desperate times. Photo: S. Sgt. D. Palacios/U.S.A.F.

typhoid. The distinct lack of appropriate medical facilities only serves to compound this problem.

Medical facilities were considered largely inadequate and unavailable for many Haitians prior to the earthquake; this situation has unsurprisingly worsened considerably since the quake, and medical facilities are now far from available or adequate. Although a bubble has been created to treat those wounded in the earthquake, it is temporary and incapable of fulfilling the day-to-day healthcare needs of the Haitian people.

International medical professionals have

volunteered their time to build up and maintain Haiti's medical infrastructure. One cannot exaggerate the tremendous work these volunteers have done by treating nearly 200,000 Haitians. They have supplied a broad spectrum of care, some offering the few days they could afford to visit, while others continue to contribute to health, medical and wellness programs on an ongoing basis. The current risk confronting programs such as these is the eventual drawdown of volunteers, which will result in a vacuum of medical experience; and the imminent return of the rainy season in April, which will inevitably increase the level of injury and disease.

Although one could not compare the situation in Haiti with areas of conflict such as Afghanistan, Pakistan, Iraq or Somalia, it remains a challenging and hostile environment that deserves a particular respect best derived through meticulous planning and preparation. Appropriate training is critical to preparing a staff to work in any austere environment; courses need to be tailored to the Haitian situation; should focus on the inherent physical (security) and environmental (medical and health) hazards and risks; involve avoidance and protection strategies to security-based incidents; and prepare drivers to safely transport staff.

Now that situation in Haiti is beginning to stabilize, it is crucial that organizations consolidate their positions and review their collective risk appetites. Reviews should include completing security assessments as well as medical and insurance audits. Proposals must include budget forecasts that acknowledge the operational mechanisms to support staff with the knowledge, skills, experience and architecture to mitigate all prevailing risks.

The subsequent implementation of best practice in Haiti is crucial to international organizations delivering successful programs in the short- to mid-term. Anything less will simply contribute to the burden already weighing heavily on the country and its people. ■

Community Stabilization: A Developing Practice Area

In conflict and post conflict situations, many of the most basic needs of everyday life are disrupted. Access to food, water, clothing, and shelter are no longer givens. Livelihoods are shattered. Local and national political, economic and social systems are destroyed. While it is often the role of militaries to restore order and bring an end to violence, troops alone cannot be expected to help communities stabilize and rebuild.

Civil society organizations such as International Relief & Development (IRD) have the expertise and commitment to help vulnerable people, no matter where they happen to live. IRD has the flexibility of approach and ability to produce results under ever-changing and often unfamiliar conditions. IRD effectively employs technical and management expertise and experience to address the full spectrum of social and economic needs present in unstable conditions.

Stabilization can only be judged a success when local communities, officials, and private groups take on the management of development efforts, so a critical element of IRD's approach is local community involvement in planning and decision-making. From the bottom up, IRD aims to give citizens a voice with which to participate in decision-making.

Afghanistan

IRD is implementing the Afghanistan Vouchers for Increased Productive Agriculture (AVIPA) Plus project, a \$360 million U.S. Agency for International Development (USAID) project to increase rural family farm production and strengthen links between the Government of Afghanistan and its people in 20 provinces, including Helmand and Kandahar. IRD's \$400 million Strategic Provincial Roads in Eastern and Southern Afghanistan project goes beyond simply obtaining services and goods to rehabilitate 1,500 kilometers of gravel roads by December 2010 by also requiring an integrated, substantial program for community involvement and training.

Yemen

IRD is providing a new way for rural Yemenis to participate and communicate their concerns with their government. The Grassroots Theater Initiative (GTI) is designed to bring theater to villages as a means of community mobilization in a country where storytelling is a central part of



the culture and contribute to increased stability in rural areas of Yemen. Through drama, poetry, and dance, IRD is encouraging communities to discuss pressing issues such as tribal conflict, water rights, and food availability amongst themselves and with local officials.

Iraq

The Community Stabilization Program (CSP) in Iraq was a \$644 million USAID program to help stabilize Iraq and promote economic activity. The program created a civilian surge in job-creation and community revitalization in 18 cities to accompany the military surge. Even through periods of deteriorating security, IRD continued activities to rehabilitate community infrastructure, provide vocational training and job placement assistance, award grants to new and existing businesses, and sponsor youth programs aimed at mitigating conflict.

IRD is a non-profit humanitarian and development organization dedicated to improving the lives and livelihoods of the world's most vulnerable people. IRD works in nearly 40 countries and specializes in conflict and post-conflict environments. With the help of local groups and donors, IRD builds sustainable, community-based programs for health, agriculture, economic growth, infrastructure, and governance.

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Jayanti Menches

Providing Cover

Assisting with Life Support for Thousands of Displaced Haitians



Settling in to the new family home. Photo: Triple Canopy

IMAGINE 6,700 men, women and children living crammed together in an encampment less than a football field in length and with little to no sanitation. Imagine their home as a hovel comprised of anything they can lay their hands on, with only sheets or tarps to protect them from the elements.

This was the situation Triple Canopy representatives found when they arrived on the grounds of an HIV/AIDS center in Port-au-Prince, Haiti, in mid-February of this year. When the January 12 earthquake struck, devastating Haiti and leaving over a million people homeless, the company wanted to give back to a community where it had previously worked. The company's philanthropy committee researched established charities located in Port-au-Prince, hoping to support an organization and make an immediate impact by purchasing, transporting aid to those in need.

The Haitian Group for the Study of Kaposi's Sarcoma and Opportunistic Infections (GHESKIO) was selected based on its sterling reputation built on helping HIV patients in Haiti for over 30 years. Founded in 1982, the GHESKIO Center was the first institution in the world dedicated to fighting HIV/AIDS.

In the aftermath of the earthquake, thousands of refugees flooded the Center and set up makeshift shelters on its property. The Center did its best to provide everyone with basic necessities. Triple Canopy wanted to help the organization, knowing that GHESKIO would not abandon these homeless families and that they could work together to make things at least a little more livable.

Time was a major challenge. Equipment had to be purchased, transported and delivered before the rainy season. Once the equipment list was finalized, Triple Canopy's logistics division went into overdrive to purchase equipment, palletize it for shipment and transport it to Miami to be loaded onto a chartered aircraft. Within two weeks, logistics experts in Herndon, Virginia, coping with back-to-back blizzards that dumped three feet of snow on the northeast United States, arranged for 12,000 pounds of supplies, packaged in 21 pallets to arrive in Port-au-Prince.

Two Triple Canopy representatives flew in with the cargo, which was comprised of tents, flashlights, generators, razor wire and other vital items, and were able to get the goods offloaded, transported and

safely secured within hours of landing in the Haitian capital.

Upon arrival, company representatives met with Dr. Bill Pape and his staff at GHESKIO to determine how best to distribute the tents to the thousands settled in the encampment. It was decided that each morning a GHESKIO representative would indicate which families would receive tents and the company would take charge of delivering and erecting them.

With 540 tents donated by the company, just two company representatives had a daunting task ahead of them. Each morning, they arrived early at GHESKIO and had a meeting with the staff member overseeing the encampment while the tents were being set up. They would go over the plan for the day, detailing where work would start and how many tents they hoped to set up. Taking four tents at a time, they went into the encampment to speak with the residents, informing them that their existing shelters would be replaced with tents. Once the GHESKIO representative identified a family, one member would receive a hand-cranked flashlight courtesy of and a tent constructed for them. This process would continue for the next six to eight hours.

The labor was backbreaking and the atmosphere quite contentious; however, the smiles on the faces of delighted children more than made up for any challenges. “The families were extremely appreciative as you can imagine, they couldn’t believe that they were singled out to get a tent; they felt like they had won the lottery,” one company representative reflected.

Within three weeks, the hovel-filled soccer field transformed into orderly lines of waterproof tents housing 500 families. “Taking people out of the rain and placing them under a tent will prevent many diseases; in addition, it has given them some dignity,” Reflected Dr. Pape.



Another new neighborhood for Port-au-Prince. Photo: Triple Canopy

GHESKIO is committed to helping these refugees for the long run and has already started working on a relocation plan. Furthermore, in coordination with Triple Canopy, the GHESKIO Center also received donated supplies and logistics from Diamondback Tactical, Remote Medical International, US21 and Tidewa-

ter Packaging Services.

When asked about the help that GHESKIO is providing for their community in the aftermath of this horrific natural disaster, a Triple Canopy representative stated, “I was struck by the kindness and generosity of the staff. They

were not equipped, either mentally or physically, to handle this sea of humanity that descended upon them. And even though a large percentage of the staff was homeless themselves, they came to work every day with a smile on their face and benevolence in their hearts.” ■

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Angelie Petersen

Approaching Chaos

The Haiti Earthquake Provided Aviators With Some Tough Logistical Challenges

12



Delayed approach. Photo: Airman 1C Perry Aston U.S.A.F.

AT 4:53 p.m. on January 12, 2010, the earth shook violently and relentlessly, destroying the livelihood of hundreds of thousands of people in the process. The entire world paused as graphic images of pain, suffering and destruction flooded the media, galvanizing an outpouring of relief in the form of military and foreign aid, volunteers and donations. A magnitude 7.0 earthquake started the clock in a race against time to find signs of life and provide bare necessities to those who survived. For every life saved, hundreds of children were orphaned, husbands widowed, parents childless and still millions more without food and shelter. These were the circumstances that confronted the Evergreen International Aviation team and so many others when they responded to one of the Western Hemisphere's most devastating natural disasters in history.

Over the last 50 years, the company has provided airlift support to all manner of operations, from the Indian Ocean tsunami to shipping school supplies to schools in Najaf, Iraq. In continuing its support of critical humanitarian missions worldwide, the company dispatched a team of staff and equipment to assist in the Haiti relief effort with a range of

services, such as moving large quantities of cargo into theater, transporting aid workers to remote locations via helicopter and assessing damage to structures such as orphanages with unmanned vehicles.

The road to providing assistance was far from smooth; in fact, it was riddled with logistical challenges. Haiti, the poorest country in the Americas, has experienced long term political violence that has kept the country consistently destabilized; this combined with the devastating effects of a powerful quake made for a chaotic logistical situation. The earthquake had destroyed what little infrastructure existed: the port had collapsed and access by land required dangerous hours on the road. This made Toussaint Louverture International airport in Port-au-Prince the main entry point for arriving aid. The airport was badly damaged and the control tower destroyed, but assessments on the runway found it to be usable.

Within hours of the quake, airspace became severely congested with incoming relief flights. Supplies started piling up in the confined space of the airport parameter. Without a functioning control tower, air traffic had to be managed by way of two-way radio. It became apparent very quickly that access would be one of

the many, if not most difficult, challenges faced in mobilizing aid workers and supplies to Haiti.

Our aircrews would become very familiar with the airspace above Port-au-Prince. Within days of the tragedy, we were called to transport relief supplies from the United States to Port-au-Prince. We dialed and redialed the Haiti Flight Operations Coordination Center to obtain a slot time in to Port-au-Prince airport, but with only one phone line being manned for all incoming calls, doing so was no easy feat. After receiving the required approval, a Boeing 747 loaded with cargo was dispatched to the scene of devastation. On final approach, with the mission nearly accomplished, at the last moment the aircraft was denied landing.

The aircraft was placed in the holding pattern above Port-au-Prince due to the arrival of another, higher priority aircraft. After a mere two hours of circling, the crew had to divert to Santo Domingo, Dominican Republic. Unfazed by the small setback, the crew and staff got to work securing a new landing slot; and successfully delivered 100 tons of humanitarian cargo to Port-au-Prince.

Arriving in a city where almost all

available resources had crumbled and government had collapsed, even simple logistics seemed impossible. With thousands of well meaning humanitarians descending into the area, the few available resources were stretched to the limit. Securing accommodation, transportation and supplies became a test of patience and perseverance. Communications were very limited: hours were spent crammed into a tiny space in the hot sun at the U.N. logistics base to get internet connectivity and maintain daily operations. Our staff battled illness and poisonous insects while supporting helicopter missions conducting field assessments and medical evacuations.

The challenges that the company faced were not unique and although each day brought a new set of obstacles, the coordination and support within the various sectors of the relief effort were extraordinary under the circumstance. The United Nations and U.S. military provided invaluable support and coordi-

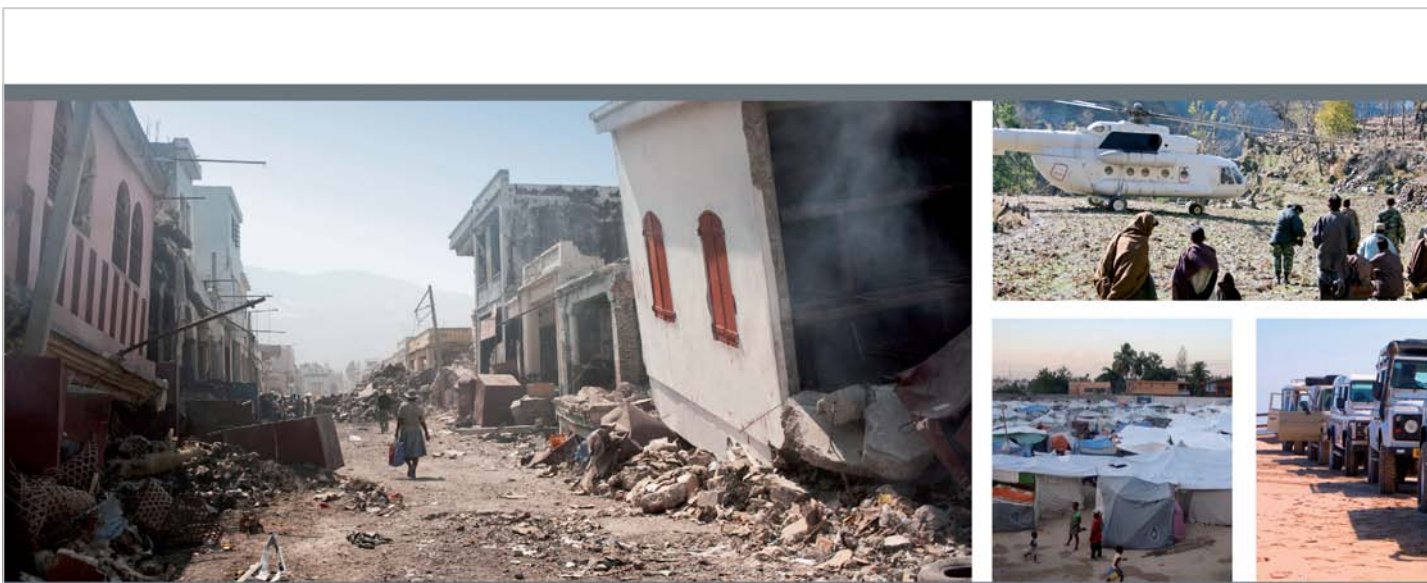


Something you don't see every day. Photo: Jonathan Thompson/W.F.P.

nation in the face of immense disaster. At the recent donors conference in New York over 10 billion dollars was pledged towards the long-term reconstruction efforts; this marks a significant step towards rebuilding the fractured lives of the Haitian population.

The enormity of the tragedy is difficult to comprehend, even after seeing it

firsthand. Lives and buildings destroyed, orphaned children and people living in the street: this is now the daily reality of life in Haiti. None of the challenges or hardship faced in responding to this disaster can begin to compare with what the people of Haiti had to and continue to endure. Yet they remain positive, kind and resilient. ■



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Regine Simon

The Promise Of Haiti

The Importance of Private Sector Involvement in Haiti's Future

14



Flagging a positive future. Photo: Stock

THE “Promise of Haiti” refers to the vision for the former French jewel 200 years ago, when slave labor turned out generous bounties of sugar, rum, rice, coffee and cacao among other goods, making it the world’s wealthiest colony; and its potential following the fight for independence, proudly gained through a slave revolt in 1804. Finally, the “Promise of Haiti” also represents Haiti’s unfinished move towards economic independence and self-sufficiency. This was one of the topics emphasized at the April 15 conference, “Haiti: Resources for Reconstruction and Humanitarian Aid,” sponsored by IPOA and Global Investment Summits in Miami, Florida. The conference reiterated the need for dialogue, inclusive engagement and continuing partnership between the international community, Haiti and the Haitian Diaspora.

Haiti has not had to be, nor does it have to remain, a welfare state. With some US\$3 billion a year in aid and remittances, with the right political will and with financial and technical assistance, Haiti could become a viable and self-sustaining economy again. The IPOA-GIS conference gave Haitian-Americans a venue to present options alternative to the those implemented for the past 20 years by the

international community – for which Haiti has nothing to show.

The IPOA-GIS Haiti Conference brought together companies and organizations currently working in Haiti and those vying to enter the fray in response to the January 12 earthquake. It was exciting to see so many companies interested in investing in Haiti and meet those already operating in the country seeking out local partnerships and capacity expansion.

It was also gratifying to witness the presence of the U.S. Departments of State, Commerce and Southern Command. We Haitian-Americans hope that these active Haiti players are finally listening, that they will allow us to participate in our country’s reconstruction and above all that the mission to “Fix Haiti” will be done right this time around.

Participation at the conference as important both because it was an opportunity to remind the representatives of the U.S. government, Haiti’s 10,000 NGOs and potential investors that Haiti indeed holds great potential -- that in spite of the challenges Haiti consistently faced, the country still had the second lowest crime rate in the whole Caribbean, represented 58 percent of the CARICOM

markets. Further, it was important to remind those financing Haiti’s reconstruction and those that would benefit from its recovery of their undeniable responsibility to Haiti and its people.

The aftermath of the earthquake highlighted Haiti’s unenviable place as the poorest country in the Western Hemisphere. It is unacceptable that Haiti imports 80 percent of its food, even though 70 percent of its labor force works directly in the agricultural sector; and that 50 percent of Haiti’s annual trade deficit stems from importing sugar, rice and poultry, all of which can be produced by Haiti itself. These industries (which have seen the direct loss of 891,000 jobs courtesy of trade programs implemented 20 years ago) still have viable and operational mills and companies. They are merely in need of investors to finance capacity expansion and optimization. These industries and actual, existing companies can facilitate food security and job creation, and introduce affordable and accessible green energy.

Like most Haitian-Americans, I have spent practically all of my life in the United States and consider myself a New Yorker, – almost born and certainly bred.

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I spent nearly seven years of my life in Haiti where I experienced first-hand the bounty of my country.

Farmers would come to our corner home in the city of Léogâne to sell goods to my grandfather, a commodities broker and alcohol producer. Warehouses were so overflowing with bags of coffee, cotton and beans that my grandfather had to lease space from other warehouses to house it all. Trains of sugar cane would pass through plantations en route to the HASCO, the sugar processing plant once located in Port-au-Prince, now closed for some years. Imagine this was all happening a mere 20 years ago.

The Haiti Private Sector Program will benefit the entire Haitian economy. For example, such a program will contribute to job creation, resulting in local market expansion. The program will capitalize viable business operations negatively affected by the earthquake, which will allow businesses to reopen and rehire. The program will also provide credit and financing to contribute to capacity expansion, encouraging new business investments and long-term economic self-sufficiency. The program will also recognize that genuine Haitian economic recovery must focus on public-private partnerships, agricultural development, renewable energy development, post-earthquake rebuilding and reconstruction,

struction and rebuilding in partnership with the Government of Haiti; and

- Helping the Government of Haiti to address, streamline and fix the bureaucratic challenges detrimental and discouraging to foreign investments in the country.

The Program should consider specific solutions, interests and/or projects for fast-track implementation to meet Haiti's immediate needs. This will also allow for the time needed to create adequate designs, planning and implementation strategy for medium- and long-term economic solutions that will best benefit Haiti as a whole.

To jump-start the Haitian economy, the Program should prioritize enterprises with existing assets and sustainable economic activities to leverage for expeditious return on investment. Loan beneficiaries will contribute towards a synchronized expansion of local market oriented activities. The result will gain economies of scale and synergy by combining all value chains to support Haiti's market activities.

The Haiti Private Sector Program should be implemented immediately. Priorities should be afforded to agricultural, reforestation, conservation and reconstruction, which should include infrastructure and renewable energy sectors, so as to create the foundation necessary to a healthy economy. If properly implemented the Program will serve as the optimum opportunity to create jobs, contribute to food and energy security, redress the dismal state of the environment, raise the standard of living and encourage foreign investments.

The Private Sector Initiative will serve to implement long-term economic development and build on existing stability established by President Rene Preval (and NGOs). The suggested solutions may be applied together or can be implemented independently to pave the way towards a diversified economy and economic self-sufficiency. ■



An uncertain future. Photo: Sophia Paris/U.N.

The "Promise of Haiti" embodies the need to replace a distinct lack of initiative and leadership with an emphasis on innovation and open competition. The Haiti Private Sector Program identifies Haiti's need for long-term economic success created by partnerships between viable financing partners and responsible investors willing to develop inclusive business models that are simultaneously profitable able to benefit all parts of the value chain. The implementation of a Haiti Private Sector Initiative to include Small and Medium Business Enterprise Program is a direct response to Haiti's nearly non-existent financing and credit system, lack of investment funds, and limited small and medium business entrepreneurial development, all of which form the traditional backbone of a viable economy.

and security and health.

Ideally, the Haiti Private Sector Program will jump-start the Haitian economy by:

- Fast-tracking project financing of foreign investments in viable Haitian companies;
- Facilitating U.S. and foreign business investment establishment in Haiti;
- Providing adequate and affordable credit towards capacity expansion for local companies;
- Streamlining international loan applications to fund disbursement process, in partnership with local Haitian banks;
- Adapting and implementing outsourcing of strategy;
- Working with on-the-ground U.S. and Haitian firms towards Haiti's recon-

A Healthy Future for Haiti

The Health System Provides a Useful Case Study for Haiti's Reconstruction Effort



A bandage solution. Photo: Sophie Paris/U.N.

THE government of Haiti was making significant progress in health before the January earthquake and will continue to build on that progress. As Haiti's director general of health, Dr. Gabriel Thimothe observed, "The concerted effort by the government of Haiti to work in partnership with community groups and NGOs, private sector partners and funders has resulted in significant health impact. It is a model based on collaborative principles and actions that have relevance for other social sectors and beyond as Haiti moves into the reconstruction phase."

Before the earthquake, the Ministry of Public Health and Population had begun the transition from a national system, in which many uncoordinated actors were using a variety of plans, to a health system where each geographic department of the country has their own plan. These plans are developed within the framework of the national health plan and priorities, and implemented under the leadership of local health authorities with expertise and funding from local and international partners.

Within this partnership structure, a network of 147 public and private sites in all ten of Haiti's departments, targeting

approximately 45 percent of the population, delivered an integrated package of health services, with funding from the U.S. Agency for International Development (USAID). Management Sciences for Health, or MSH, a nonprofit health group, has worked with the government and the private sector since 1995 to provide services through about 25 percent of Haiti's health facilities.

The four-way partnership among the Haitian Ministry of Public Health, USAID, the NGO network and MSH has produced results in maternal-child health, HIV/AIDS and family planning: after 4,000 traditional birth attendants were trained, 45 percent of pregnant women received care at three prenatal visits, and more than 49,000 were tested for HIV—an essential step in preventing HIV transmission to infants. By the end of 2009, the network had scaled up antiretroviral treatment to 2,077 patients, from 1,389 in 2007. Infants and children benefited from increased immunization coverage, which has reached more than twice the national average. By training and equipping 1,700 community health agents to promote family planning, the network contributed to a 24 percent increase in the use of modern contraceptives in targeted areas.

The USAID-supported network – Santé pour le Développement et la Stabilité d'Haïti (SDSH) – has also contributed to Haiti's economic development. SDSH has created thousands of jobs, not only for traditional birth attendants and community health agents, but also for more than 1,150 health care providers in facilities.

These successes offer important lessons and opportunities that Haitians and the international community must capitalize on as they move forward with rebuilding. Despite these achievements and the work of numerous other local and foreign NGOs, Haitians remain vulnerable, not only due to natural disasters, but also because high poverty, unemployment, and illiteracy have led to the highest maternal mortality, shortest life expectancy and highest rate of tuberculosis in the Americas. These challenges will make rebuilding that much more difficult.

The Haitian government now estimates that 230,000 people were killed, 300,000 injured and more than 1 million displaced by the January 12 earthquake. The Haitian government further estimates the total damage and losses caused by the earthquake at \$7.8 billion. The Pan American Health Organization reported

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on March 25 that, “problems related to emergency shelter, management and security of settlement sites and sanitation are emerging as priority issues.” The rainy season has begun, and with it comes heightened concern about malaria and diarrheal diseases. Although the United Nations and partners have installed 4,200 latrines, the short-term target is 11,000.

The international community has responded with help to meet many short-term needs, including food, water, medicines and health care. For example,



This won't hurt a bit. Photo: Sophia Paris/U.N.

the Leadership, Management and Sustainability Program funded by USAID distributed more than 1 million family planning commodities. With the Ministry of Public Health, the program developed health communications on water and sanitation. SDSH is setting up kiosks in 50 relocation camps to provide primary health care services focused on preventative care.

Providing medicines to those living with HIV and/or tuberculosis is essential to prevent drug resistance and further transmission of the diseases. Before the disaster, about 24,000 people had access to antiretroviral medicines for HIV. Now that some treatment facilities have been destroyed and many people have been displaced (making follow-up visits difficult), it is critical to re-establish

services for treatment. The Leadership, Management and Sustainability Program worked with the Ministry of Public Health to hold the first post-earthquake meeting for groups working on AIDS, which aim to develop a one-year plan to rapidly resume services. Meanwhile, the sites supplied with medicines by the Partnership for Supply Chain Management – which distributes AIDS commodities to more than 100 sites across the country – have not experienced any stock-outs.

MSH takes a two-pronged approach to development: First, we are continuing to

help strengthen the leadership of the Ministry of Public Health in areas that require coordination and standard setting for the health sector. Second, we and others in the international community must keep working to build the capacity of all partners and service providers – public, NGO and private – to provide high-quality health services now and in the longer term.

In the medium term (i.e. over the next year), the Haitian government will prioritize rebuilding infrastructure, especially housing, roads, schools and health facilities. Of 49 hospitals in the areas affected by the earthquake, 30 were damaged or destroyed. It is also especially crucial to protect women and children in the relocation camps; care for orphans, the disabled and the elderly; offer

rehabilitation care to the injured; and provide food assistance to prevent malnutrition.

From the perspective of the International Community, a commitment to partnership means working for and through the people of Haiti, in a spirit of inclusion. My fellow Haitians and I are calling for sustainable development, beyond humanitarian assistance and reconstruction. This thinking coincides with a reorientation of the U.S. government, as they move away from aid and toward self-reliance by helping to develop the framework of a modern state.

Without the involvement of everyone – including the young people who comprise almost half the population, women and rural people – true development will not be possible. The Haitian government, aid groups and civil society agree that decentralization represents the best model of governance. The challenge is broadening access to health care and other social services in all departments, while simultaneously rebuilding the health system in the earthquake-affected areas.

Accompanied by initiatives to build the capabilities of local groups, train health workers and develop leaders and managers, renewed decentralization in Haiti promises to provide a firm foundation for development. The pledges made at the March 31 donors' conference, nearly \$5.3 billion over the next two years and \$9.9 billion for three years or more, will provide the resources. The people, the government of Haiti and their partners will create a vision of what they want to achieve together. Effective public-private partnerships at all levels and local-international partnerships based on mutual respect, complementarity and accountability will be essential.

Many Haitian businesses and NGOs already play a vital role in Haiti's development and they must continue to support economic growth. In the past two years, numerous partners, including some in Haiti's commercial sector, have contributed more than \$10 million to the SDSH



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Feeding a Nation

Logistical Challenges of Providing Food to the People of Haiti



Compliments to the chef. Photo: Pasqual Gorriz/U.N.

IN the weeks after a devastating earthquake struck Port-au-Prince, the World Food Programme (WFP) has reached nearly 4 million people across the shattered earthquake zone with much-needed food assistance. Within 24 hours of the earthquake, WFP was distributing food, as the agency already had food and staff in country for a long standing operation. WFP was rushing out emergency rations- high energy biscuits and ready-to-eat meals in the first days of the crisis, even as survivors were still being dug out from the battered infrastructure and the country was suffering intense aftershocks. Reaching out to the most vulnerable in hospitals and orphanages, WFP staff worked tirelessly to provide life saving assistance, even though 70 percent of WFP staff lost their homes and were sleeping in tents in the WFP compound.

WFP Executive Director, Josette Sheeran described it as one of the most complex operations, if not the most complex operation WFP had ever faced. The needs were quite vast, and the supply chain of food getting in was a nightmare. Haiti's infrastructure was not that strong to start with, but what they had was completely obliterated and broken.

Much of the aid coming in the first days

was coming by road from Santo Domingo, but road conditions made delivery very problematic. The port was rendered inoperative, the capacity at the airport was extremely limited and the fact that the epicenter of the earthquake was so close to a densely populated urban center made airdrops impossible and further restricted movement of the large trucks used for aid delivery.

Even as WFP negotiated the country's devastated infrastructure to continue its life-saving operations, the agency was also launching recovery and rehabilitation efforts on a parallel track. The programs were launched during a high-level meeting, *Supporting a Haitian-Led Food Security Program* hosted by WFP, where a Task Force to be jointly led by the Food and Agriculture Organization (FAO), the International Fund for Agricultural Development (IFAD) and WFP was also announced. The Task Force will support the Haitian government as it strives to implement immediate and long term food security strategies that integrate agricultural production and social safety nets.

Since the earthquake struck, WFP has delivered rations to close to four million people in Port-au-Prince and outlying areas. In the immediate aftermath of the

earthquake, WFP met urgent hunger needs through mobile distributions in areas where people had settled temporarily. WFP then scaled up its operations, distributing two week rice rations from a number of fixed sites in the capital. Now, WFP will be providing a fuller food basket- rice, beans, cooking oil, and corn soy blend, which is a high nutrient fortified food to about 1.5 million people in Port-au-Prince which will be focused on the people who are most vulnerable.

WFP is also ramping up its logistics support for the entire humanitarian emergency supply chain, including support for the Haitian government's work with FAO and IFAD on providing seeds and fertilizer. As the lead agency providing logistics support for the entire humanitarian community, WFP has opened up the air, sea and land corridors and rehabilitated the emergency telecommunications systems for the entire humanitarian community.

Food assistance and relief supplies have been transported by road from the Dominican Republic, by air through the main airport in Port-au-Prince and another airstrip at Barahona, and through the main port in the Haitian capital,



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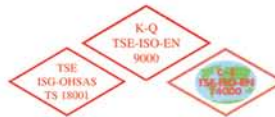
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A young child with dark skin is walking from left to right across a dry, dusty landscape. The child is wearing a bright yellow headscarf with a red and orange floral pattern. They are also wearing a light-colored, patterned dress with a floral design. The child's expression is neutral. In the background, there are some white plastic bags on the ground, suggesting a rural or developing area. The overall scene is captured in natural light, highlighting the textures of the clothing and the ground.

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Food distribution has become a critical component of the relief operation. Photo: Sophia Paris/U.N.

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another nearby at Lafitau, and into a third seaport at Cap Haitien. WFP continues to assist the Haitian government, enhancing government capacity in logistics and supply chain management, warehousing and food assessment.

In urban areas, WFP will roll out food and cash for work initiatives that will focus on the immediate restoration and protection of livelihoods, including the removal of debris from schools, and the reconstruction of dwellings, streets and drainage systems. In rural areas, the agency will ramp up cash and food for work activities which are needed to rehabilitate rural roads, irrigation systems, storage facilities, and initiatives aimed at preventing soil erosion. WFP is also available to partner agencies like FAO and IFAD to deliver seeds and fertilizer so that crops can be planted.

Food assistance will become increasingly targeted on vulnerable groups, and vouchers will be introduced as market systems become established. WFP is seeking to deliver targeted nutrition particularly to children under 5 years of age through its food rations, and will introduce complementary feeding programs for vulnerable groups.

A highly nutritious peanut paste, Plumpy Doz will be provided to children under 2 years of age to prevent an increase in acute malnutrition and to support growth. Moderately malnourished children between 2 and 5 years of age will be provided with Supplementary Plumpy, another ready to use nutritious food product that comes in the form of a peanut paste. Micronutrient powders that can boost the nutritional content of staple foods will be provided to families with children between the ages of 2 and 5 years and also to pregnant and lactating mothers. WFP has already started this nutrition drive. Christela is one of the mothers who is benefitting from the program. Her family is living in a tent in the Delmas suburbs of Port-Au-Prince—three families, comprising 19 people, squeezed into one medium sized tent. Malnutrition is a constant threat for young children in Haiti. That is why Christela and her partner were among the

first in line as the WFP truck arrived and began unloading four tons of special products for pregnant women, nursing mothers and children under five.

Christela will receive sachets of Supplementary Plumpy for her four-year-old and high energy biscuits to keep herself healthy while she is breastfeeding her youngest child. Christela does not know what the future will hold for her family, but she is sure that in the meantime, the biscuits and sachets will make a difference for her children. Christela is just one beneficiary of this nutrition drive that will provide specialized food to prevent malnutrition to 53,000 children under five and 16,000 pregnant and breast-feeding mothers.

WFP will boost its school meal programs to bring stability to the lives of the young, attracting children to school and helping to lift the burden of some of the nutritional needs of the young from the shoulders of parents who are struggling to cope in the aftermath of the quake. WFP will be providing cooked meals, with the goal of reaching 60,000 children in some 70 schools in Port-au-Prince alone. This is in addition to the school feeding programs already underway in other parts of the country. Certainly, a massive logistical achievement. ■

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Unity of Effort in Contingency Operations

An Interview with
Ambassador Ryan Crocker (Ret.)



Photo: Lance Cpl. Scott Schmidt/U.S.M.C.

Ambassador Ryan C. Crocker is dean and executive professor at the George Bush School of Government and Public Service at Texas A&M University. He previously served as ambassador to Iraq (2007-2009), Pakistan (2004-2007), Syria (1998-2001), Kuwait (1994-1997) and Lebanon (1990-1993). Ambassador Crocker retired from the Foreign Service in April 2009 after 37 years.

JIPO: Are the March 2010 parliamentary elections in Iraq a positive indicator of a successful democratic transition in the heart of the Middle East?

Amb. Crocker: The manner in which the elections were conducted is very encouraging. Violence was minimal and international observers have found no evidence of significant fraud. And most importantly, the Iraqis secured their own elections. When you look back to the previous elections at the end of 2005, you had 230,000 U.S. forces doing nothing but elections security. This time it was all Iraqis up front, with the United States in reserve.

We are now in a process of government formation that will be long and difficult, probably taking months, not weeks. When a government is in place, it will face the dozens of major challenges that are still out there: dealing with Kurdish-Arab tensions, dealing with unresolved issues of authorities of federal versus regional versus governments, the status of Kirkuk, disputed internal boundaries, and problems with corruption – that the

Interior Minister has rightly labeled a potential second insurgency. So, clearly a good step, an encouraging step, but only one more step on what will be a very long road for Iraq.

JIPO: Despite warnings from many, including yourself, of the risks associated with regime change and an invasion of Iraq, it seems that the U.S.-led coalition faced a near “perfect storm” by 2007. Why was this outcome not avoided and how was this situation reversed?

Amb. Crocker: It is important to remember that there were no easy choices in 2002 and the beginning of 2003. Some commentators seem to assume that if we had not invaded Iraq, everything would have been fine. Everything would not have been fine. Saddam Hussein’s regime was in open defiance of more than a dozen Security Council resolutions and, I think, was the biggest challenge to the international order since the establishment of the United Nations after World War II.

But fast-forward to [the] chaos and civil war we saw at the beginning of 2007; it

was the worst of times. A combination of factors made the difference, but the surge was central to changing the direction and dynamic of events in Iraq. We had been caught in a vicious spiral; I think the surge in many ways reversed that trajectory and produced a virtuous cycle. The surge led to the Awakening Movement. Sunni leaders in the west of Iraq already sick of al-Qaeda and its excesses had the courage and determination to stand against al-Qaeda because of their confidence that we literally had their backs.

As the surge moved in to protect Iraq’s civilian populations and the Sunnis stood against al-Qaeda, the Shia began to notice that fellow Sunni countrymen were battling a common enemy – al-Qaeda – rather than mainly trying to kill Shia. They began to reassess their relationship with extremist Shia militias. The political climate began to change, creating an environment in which Nouri al-Maliki could send Iraqi security forces into combat Jaish al-Mahdi in the spring of 2008. That would have been unthinkable the year before because Jaish al-Mahdi

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was then seen as essential to Shia security; but the surge changed that dynamic and in turn, Iraqi Sunnis saw al-Maliki behave like a national leader. By the summer of 2008, the Sunni political coalition had rejoined al-Maliki's government.

JIPO: What lessons may be drawn from the early experiences of providing security, establishing governance and restoring public services in post-invasion Iraq?

Amb. Crocker: First is the importance of a comprehensive, detailed and well-resourced, pre-conflict planning process. My strong sense is that the Office of Reconstruction and Humanitarian Assistance (ORHA) was really set up for

consequences that we faced. We would be deluding ourselves to think that the kind of detailed planning effort and availability of adequate resources – both military and civilian – could have meant that everything would have been absolutely smooth post-invasion. To undertake interventions of this magnitude, you have to be able to absorb tremendous amounts of the unknown and risk. We should not think that we can plan for it all, but clearly we should have done a great deal more than we did.

JIPO: If “the events for which the Iraq war will be remembered probably have not yet happened,” what then, in light of the planned drawdown of forces, should the Obama administration focus on to ensure a positive legacy?



Amb. Crocker and former Secretary of State Condoleezza Rice. Photo: Department of State

failure. It was parachuted into a situation that was already unmanageable, and without the staffing and resources to be able to really reverse the course of events. A properly resourced, prioritized, planning effort is key; and that effort has to be linked to the major military effort. Part of that planning process is figuring out what might possibly occur in a post-liberation environment and then to ensure – in addition to civilian planning and resources – that military planning and rules of engagement are adequate to the challenges faced.

I would just caution that no amount of prior planning could have prepared us for all of the events and chain reactions that occurred and the descending order of

Amb. Crocker: We negotiated our agreements with Iraq very carefully, very painstakingly, and when they were concluded at the end of 2008, they provided for a U.S. presence for the next three full years. Looking back to the end of 2005 to the end of 2008 shows you how long three years can be in Iraq and how much can change. We felt we had negotiated a very adequate timeframe for us to help the Iraqis reach a level of sustainable stability through Iraqi resources.

The Obama administration has interjected an intermediate phase, having all combat forces out by August 2010. That was not part of our negotiation with Iraqis and frankly, I am a little bit concerned because

that will have us in a completely assistance and advisory role just at the time a new government is establishing itself and taking on the many challenges that will confront it. ... Whatever the future may hold, we need a significant U.S. military presence in Iraq in a truly advisory and assistance role through a robust office of military cooperation, or something like it, beyond the end of 2011. Once a new Iraqi government is in place, we are going to need to begin discussion on what this presence might look like.

JIPO: The U.S.-Iraq Status of Forces Agreement (SOFA) establishes that, conditions permitting, U.S. forces will withdraw completely from Iraq by December 31, 2011. As the military footprint shrinks and the reliance on contractors arguably grows, how should the U.S. government utilize and support private firms supporting overseas contingency operations?

Amb. Crocker: Contractors play a vitally important role in our response to contingency operations, whether that is in Iraq or in Afghanistan. Simply put, we cannot effectively wage war through sustained combat operations or organize development efforts toward building peace without significant contractor involvement. We should not demonize contractors, but work with them. What I saw in Iraq is that contractors are absolutely delighted to accept guidance and direction from governmental authorities. There is no resistance there; they are not cowboys. These are not organizations pursuing their own foreign policy.

We need the structures in place that ensure contractors get adequate oversight and guidance. We have gone a long way in this direction in Iraq, and some of the lessons we have learnt there are informing our efforts in Afghanistan. Our thinking cannot be that contractors are bad, but that they are an essential resource for the sustainment of combat and post-combat operations.

I think we just need to do some more work on figuring out how best to organize and regulate our contractors in contin-

From Kabul to Port-au-Prince

Finding Common Ground in Disaster and Reconstruction



Best wishes from Afghanistan. Photo: Mike Capstick

WHEN the earthquake struck Port-au-Prince on January 12th, it caught the world's attention. Tens of thousands of people, from the Haitian diaspora communities to the families of UN peacekeepers, staff and other aid workers, scrambled to contact their friends and family. They wanted to know whether their families and friends had survived, whether they still had a place to live. Those reactions resonated through Miami, Montreal and Rio de Janeiro, but were equally felt in an unlikely place: Kabul, Afghanistan.

In 2006, Peace Dividend Trust (PDT) launched a unique project in Kabul that aimed to channel the money spent on Afghanistan in Afghanistan. The concept was simple; to match the spending needs of international buyers with the goods and services available in Afghanistan from local businesses. Four years later, the project has undoubtedly had an impact on the local economy: over \$390 million worth of contracts have been awarded to Afghan-owned companies, resulting in at least 2,000 jobs created.

The successful Peace Dividend Marketplace (PDM) project has been replicated in Timor-Leste in 2007 and in Haiti in 2009. The PDM projects all follow the

same model, promoting private sector development by addressing the barriers to local procurement on both the buyer and supplier sides. The resulting local purchases increase domestic incomes, create jobs, and generate tax revenues.

The third PDM project was launched in Port-au-Prince, Haiti in the summer of 2009. One of the most important start-up tasks was to train the new Haitian staff in the project's unique methodology and activities. PDT decided that the best trainers for the new staff would be the people who were already successfully implementing the project – PDT's Afghan staff. Accordingly, three senior national staff were invited to train their new Haitian counterparts. Akbar, Business Development Operations Manager, Rawajuddin, the Senior Procurement Trainer, and Asiyan, the Administrative and Finance Manager, flew to Haiti to give a two-week training session on the nuts and bolts of the PDM project. All three had lived in Afghanistan their whole lives, and none had had the chance to travel outside of Asia.

The three Afghan staff landed with their own perceptions of Haiti and Haitian people, but quickly opened themselves up to experience the new culture. Profes-

sionally, they had a very rewarding experience training their Haitian counterparts and exchanging experiences and ideas. They surprised the staff with the links they were able to draw between the Afghan and Haitian marketplaces, and won their admiration by adding a few French and Creole phrases into their vocabularies. A strong working relationship was built between the Afghan and Haitian staff, which was maintained through regular communication even after the Afghan staff left.

Personally, Asiyan, Akbar and Rawajuddin were able to have an experience available to few Afghans. They were able to travel around Port-au-Prince and its surrounding areas, taking in its history, culture, music and food. Many Afghans do not get the chance to travel outside Central Asia, and most Afghans do not get the chance to experience a culture so different from their own.

Each day held a different experience for them, and they really enjoyed meeting new people and hearing their memories and anecdotes about life in Haiti. While listening to people share stories of the past, the three Afghans came to realize that Haiti had also experienced a



We're not all that different, really. Photo: Eric Kanalstein/U.N.

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turbulent history, reminding them of the hard times they had faced in Afghanistan. They were really able to empathize with the Haitians they spoke to because they too had grown up with conflict, pain, and destruction.

Asiyan, Akbar and Rawajuddin went back to Afghanistan and shared their experience with their own colleagues. Pointing out the unfamiliar aspects of Haitian life but also the similarities between the two cultures created a link between PDT's Haitian and Afghan offices. The Haitian office used their Afghan colleagues as mentors once they started implementing the PDM-H project, and as a sounding board as they came up with new ideas.

When news of the earthquake reached Afghanistan, Asiyan, Akbar and Rawaj, felt the same anxiety as many others throughout the world, wondering whether their friends and colleagues were safe. It was twice as hard for them, because they also knew what their Haitian friends were feeling. Kabul comes under siege a few times a year by armed insurgents who attack a foreign embassy, hotel, or government ministry, or from a well-placed bomb that creates a devastating explosion. The entire PDM-Afghanistan office felt not only the pains of the Haitian diaspora communities and the friends and families of aid workers, but they felt the pains of their Haitian colleagues. They know what it is like to

wonder whether their family and friends who live and work in the targeted areas had been affected.

PDT's Afghan staff immediately started trying to contact their Haitian colleagues to find out who had been affected and to what extent, but their emails went unanswered. While PDT's headquarters provided all staff with regular updates, the PDM-Afghanistan staff wanted to do something to show their condolences and support to their Haitian counterparts. And so, within hours of hearing the news about the earthquake, the team organized themselves to take a picture of themselves with a message for their Haitian colleagues: "You are in our thoughts and prayers. We are all with you in this difficult time. Have strength to come out of this pain, we are with you."

Their message was a great morale boost in Port-au-Prince, and all of the staff were touched by their concern. The PDM-Haiti office remained operational throughout the aftermath of the earthquake, and the staff were back to work within days. They took strength from the goodwill messages they received but also took a cue from their mentors in Afghanistan. They gathered the strength to put the tragedy behind them and worked to do what they could to help their country move forward.

In the weeks since the earthquake, the PDM-Haiti office has been more productive than ever. Eighty percent of

the businesses that were verified before the earthquake have confirmed that they are once again operational, and the team is verifying more operational businesses every day. They have also been responding to requests from buyers looking to source local goods and services, which is putting much-needed dollars into the local economy.

The PDM-Haiti staff are also working to promote a policy that originated in Afghanistan: buy local first, or Haiti First. A similar policy, Afghan First, was adopted by international donors in 2006 and reaffirmed by the US Government and US military in 2009, compelling procurement officers to buy local goods and services where available. The PDM-Haiti staff are working to promote the same approach with the reconstruction effort in Haiti so that Haitians can partake in, and benefit from, the recovery effort.

If the example set by their Afghan counterparts is any indication, the PDM-Haiti project will have a significant impact on private sector development and job creation. While buyers and suppliers play their roles in the equation, positive results will really be achieved due to the hard work of the project staff. Their confidence and motivation in moving forward with the project can be traced back to the summer of 2009 when PDT's Afghan staff showed them the benefits that the PDM project could have. ■

You've Got the Contract. Now What?

A Realistic Appraisal of the Intricacies of Contracting



In contracting, the road ahead may not always be clear. Photo: Brad Little

HOW, or why, does one decide to compete for business in the peace operations industry? My work on all sides of the table – as a consultant, federal employee and in the private sector – has led to numerous conversations directed specifically at making this decision, which has no room for mistakes or guarantee of success. This choice is not trivial by any means and is often followed by the shock of learning that you not only won the contract, but that you might very well go bankrupt fulfilling it. No worry, my time in the federal government tells me, the client will be very understanding – just as said client tells me, “So what, you better perform.”

So how do these decisions come to the fore? Often you will find the perfect opportunity comes from a colleague serving in a country who “discovers” a contract that everyone would want – but for some reason, only you will be the one to bid on it. In other cases, you are the prime on an Indefinite Delivery, Indefinite Quantity (IDIQ) contract that, as far as you knew, has nothing to do with peace operations, but the government wants you to help out. Occasionally, there is an actual, international emergency, such as Haiti, that requires your unique scope and skills. However, none of this means

you can make money at it.

Regardless of how an opportunity comes to you, it will be a big, complicated and difficult undertaking; and like the dog that finally catches the car, you better know what to do with it. Because once you are on the hook, poor performance, debarment, mistakes and criminal and civil accusations can be existential crises for your company. Funnily enough, these are very important operations for the Federal government and they really do not care that you may be learning as you go.

Holy moley, we got the contract!

Typically, contracts are extraordinarily sophisticated program management opportunities. Often IDIQ endeavors, these contracts are also big, expensive and involve the movement of substantial resources and personnel around the world. And do not forget, the mobilization period is often in the order of 30 days – unless, of course, the client cuts it by half.

In order to meet these excruciating requirements, there are fundamental skills that you need to be able to offer to your client. If you cannot, the contract will simply fall apart. At a minimum, you need to supply the client high quality program

management services, i.e. the planning, organization and management of resources, necessary to complete the task order on time and on budget.

Fulfilling these requirements is challenging and often involves difficult and under-informed clients. So, have your ducks in a row. Be ready with the metrics. Report every aspect of the contract. Know where your assets are and when they will move. Make sure you can defend the quality. Above all, communicate. These good folks are over-worked, especially when they are serving in an expeditionary environment. Quick and accurate communication will make their job much easier and, in the end, make you the contractor they will want to re-hire.

I know it's hot in Baghdad, but I need heaters in Kabul! Whether your contract focuses on logistics, hostelling and food services, training or a variety of other services, building the product is often step one in the process. These efforts are often tied to logistics and thus require an extensive integration of local resources and companies. It is difficult to obtain the skill set to provide this type of expeditionary construction as the capacity to do so must typically be local and can only be



The importance of being nimble and improvising. Photo: Brad Little

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developed over an extended period of time. The easiest way to get around this is to find a local partner with expertise on the ground, who can effectively and quickly build the base support operations necessary for your contract. Now, you might be part of the best construction outfit the world has ever known, but if you are not, let the people who do that well do it well. Remember, you are making your client happy by managing the program, not showing how much of it you can do by yourself.

I don't mind getting shot at but some SOB blew up my toothpaste!

The nature of your job will involve dangerous places and dangerous people. Fortunately, there is a myriad of highly-qualified companies that can help address these risks. In no way should we take for granted the efforts of those willing to risk life and limb. Thousands of dedicated and courageous personnel are serving in a variety of private sector peace operations roles throughout the world. Enough said.

However, the risks private security companies address are often easy to understand and therefore, to account for. Your concerns should include the ones that are not easy to account for and are

near impossible to understand. For example, the generator that is available off the shelf everywhere in the world, except where you are; and you cannot get it to where you need it under any circumstances, at any price, or at any time in the next century. Oh, and that understanding client of yours insists that it is your problem, even though you can point right to the line in the contract that says it is government-furnished equipment on site at mobilization. And, by the way, you are building a power plant. Then the first generator is stolen in route and the expeditor has tripled the cost because of the theft. If you do not address these problems up front, odds are that you will have one big problem trying to address them after the fact.

For crying out loud, we have had this project for 2 years and we are only manned at 70 percent!

In peace operations, staffing is where the rubber meets the road. Success will rest on your the ability to recruit staff quickly for long periods of time and continue doing so on a recurring basis. Human resource operations, particularly at the staffing levels, will typically determine the success of the project, both through billing and overall execution of the task order. The ability to recruit and retain

large numbers of experts is critical to a billable performance. Although there are many organizations that have successfully mastered this, it is a difficult process requiring hard hires. You never expect to stay on the bull at your first rodeo! Nonetheless, aiming for good execution will put you on the path to success.

So, where does this leave the decision to compete for a contract in the realm of peace operations? It is not a decision to enter into lightly. These opportunities demand a spectrum of seemingly unrelated skills to fulfill. If this is your first time to the dance, this author cannot overemphasize that you should be cautious when competing with old hands in the field. They may not have better pricing than you, but odds are that they know a lot more about the costs. Do not be afraid to walk before you run. If you don't bring the program management skills mentioned above, get a handle on what you do bring and find a prime that you can help. If your role is in program management, keep your eye on the metrics. Make sure they are well defined and truly represent the performance on the contract. Once you are happy with what you are measuring, make sure your client is listening. And finally, make sure you are listening as well. ■

T. Lee Humphrey

Partnership Auditing

Finding Solutions Instead of Finding Fault



Shaking hands, not waving fingers. Photo: Stock

AS I exited the baggage area at the Baghdad International Airport I did not know who was picking me up, but I certainly knew what to look for: the most dejected looking Westerner in the arrivals area. Sure enough, there he was, leaning over the rail looking like someone had just told him his puppy had died. The “he” in question was an embedded private security company (PSC) manager, and yes, I was the dreaded third party auditor requested by a client in light of the massive increase in terrorist activity.

These jobs can be described as “honesty broker” audits, but not because security provider’s managers are not honest; rather due to the pressures they are under. The embedded manager is expected to live and work among his clients, care for them, respond to their concerns and advise them when danger arises. He does this all while under pressure from his company to ensure that his advice includes an expansion of billable services.

I have been the dejected guy at the airport greeting the very happy consultant who intends to point out every fault in my performance, large, small and regardless of circumstance or explanation – a root canal is more fun. After suffering though

several of these experiences I long ago decided that if the desert boot was ever on the other foot my approach would be different and so I developed a new method of auditing which I call “The Partnership Method of Auditing.”

The Partnership Method assumes that the embedded security manager is a professional who 1) understands not only what needs to be done, but is best able to explain why it should be done that way, even if it does not align with best practices; and 2) recognizes that the auditor’s job is not just to point out when best practices are not being followed, but to determine why and make recommendations to the client so they are clear on why the security manager is not implementing best practices.

Upon arriving at the compound just inside the International Zone (formerly called the Green Zone), it could be seen that there was no manned gate or speed bumps. Apparently they had been recommended, but rejected by the client as an unnecessary expense. This is an example of an obvious requirement that would improve the client’s security and if written properly into the audit report would result in an immediate improvement in their safety.

Often, an embedded security manager can become myopic in his views. After beating his head against the wall trying to implement reasonable solutions to security problems, like speed bumps, he simply gives up bringing his concerns to the table and focuses instead on putting out the inevitable, day-to-day operational fires. The client can also become equally nearsighted in their focus on fiscal responsibility and minimizing the security impact on their daily lives. If the auditor handles such a situation correctly, he or she should be able to help both parties to see things through new eyes.

A sign-in board, a simple and easy to use way of tracking employees’ movements inside the semi-permissive International Zone, could be found in the building that acted as an office and accommodations. However, upon closer inspection, it was evident that it was not actually being used, as the last entry was a departure to the dining hall two months earlier. Upon confronting the security manager with the educated guess that he put the board up in March, he appeared stunned and asked, “How did you know?” Simple. People generally use these things religiously for about four weeks, but then forget about them without ongoing support from

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senior management – and they are usually the first to break the rules. He readily agreed that this was exactly the case and that he had given up after bringing it up for almost two weeks at the nightly coordination conference. In a traditional audit, this is a great bullet point to put in your report as it requires a simple recommendation; however, such a recommendation does nothing to really motivate the clients to start using the sign-in board, which can be an important tracking tool.

So, how does this get resolved using the Partnership Method? Well, in interviewing the country manager, much praise would be heaped on him for ensuring that the security manager put up a white board. Then, he would be asked if, during the three most recent indirect fire attacks within the International Zone, the white board had been a useful tool in helping to determine who was where in order to confirm their status. At this point the country manager would admit that he had let the issue slip, but that he would make sure he mentioned it at the briefing that night; and sure enough, he did. Many observers may be skeptical. “Sure he did. Then you left and they ignored it again.” But not so. The security manager, who remained with the project until it finished in 2008, would later confirm that the board always stayed up to date.

Another shortfall during my orientation tour is the way the security manager had constructed their internal bunkers. He had created three safe-haven rooms within the building and then reinforced them with sandbags. However, in doing so the massive number of sandbags used on the ceiling had become an additional stress. If a mortar round hit the roof the additional weight would have added to the tension and the ceiling would have caved in on those seeking protection. Obviously, the ceiling needed to be properly reinforced with support columns to offset the weight of the sandbags. The security manager provided three quotes he had obtained from construction companies to do the work, so he clearly recognized the problem.

So, again in a meeting with the client country manager, his ingenuity would be complimented by expressing support for the internal bunkers, but followed up by asking when final steps would be taken to reinforce the ceilings. This country manager would reply that his concerns had been passed on to the home office – as he did not have the funds to address the problem immediately – but that he had received no response. Employing the Partnership Method of Auditing, an auditor becomes an advocate for both the security company and the country manager. Instead of criticizing their shortcuts, emphasis is placed on the good work they were doing in-country – that

was just awaiting funding from the home office. The lack of reinforcement columns would be included in the executive summary as one of the primary, yet easy to resolve issues. Not surprisingly, two months after submitting the audit report, construction was completed.

As the old saying goes, one attracts more bees with honey. Changing the way consultants conduct audits is a simple and effective way of ensuring that, at the end of the day, the client has his risk level mitigated as effectively as possible and that the embedded security manager is reasonable in his requests. The key to supporting the Partnership Method is eliminating the belief that auditors have a mandate to embarrass the current security provider in order to take over their contract. The worst of the worst auditors say, “This is what is wrong and this is how my company can fix it.” However, there is a better way and to achieve it PSCs that offer auditing services should understand that auditing not is not an aggressive method of business development or an opportunity to showcase their full range of services, but an opportunity to provide the client with a forthright professional audit full stop.

If done well, the client will remember the company regardless, and the company will not have made enemies within the industry in the process. ■

A Healthy Future for Haiti

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program. Among these businesses and organizations were banks, telephone companies and U.S. organizations, such as Pure Water for the World.

Performance-based financing has already proven successful in Haiti, as documented in a 2009 book by the Center for Global Development. In “Haiti Needs Business, Not Bureaucracy,” Roger Noriega and Francis Skrobiszewski offer another prescription for Haiti’s ills: the creation of an enterprise fund to encourage innovations and entrepreneurship.

Finally, the recommendations of an Inter-American Development Bank forum in 2005 still remain pertinent when it comes to expanding the private sector’s role in development. Dialogue is essential; support for new elections is needed; and decentralized business development remains as important to Haiti as support for agriculture. Over the next decade, the national, departmental and local governments of Haiti will lead a process of decentralization and development. This process, based on capacity building, the harmonization of the activities of all sectors and partners through joint

planning and community involvement holds promise for moving Haiti forward.

Let us all, private and public, local and international partners, join hands to help rebuild a stronger, more equitable Haiti, where leaders, managers and communities can tackle complex challenges with strong management and leadership, practical tools and financial and human resources. The goal: saving lives and improving the health of Haitian citizens while placing Haiti on track for successful, sustainable development. ■

Montreux Moves into Code Mode

A Multi-Stakeholder Process Seeks to Transform Words Into Action



The dawn of a new era of oversight. Photo: Tech. Sgt. Sandra Niedzwiecki/U.S.A.F.

REPRESENTATIVES from the U.S., British and Swiss governments, as well as representatives from international NGOs, the contingency contracting industry and IPOA gathered in Washington, D.C. on March 1 to discuss drafting a global Code of Conduct for the private security industry. As a follow-up project to the Montreux Document, this ongoing mission to create an international Code of Conduct aims to fill in the perceived gap of accountability in the private security service sector. In order to enhance accountability and respond to service-providers' and clients' concerns, the process has sought broader involvement from the industry and their clients, be they governments, NGOs or private enterprises.

As contingency contractors play an essential role in conflict zones, post-conflict zones and disaster relief operations, there is increasing attention on the need for enhanced oversight and management. In 2006, the Swiss government and the International Committee of the Red Cross (ICRC) launched an initiative to promote 'private military and security companies' (PMSC) compliance with international humanitarian law and human rights law. The Swiss Initiative, as it came to be known, resulted in the

Montreux Document in September 2008, which reiterated pertinent international law and included good practices for states working with the private sector. As of March 2010, the number of participating states reached 34.

Consensus with the Swiss Initiative and active support from industry associations has resulted in the process of drafting an international Code of Conduct for private security companies (PSCs). This process represents an industry-driven effort involving multiple stakeholders to establish an industry-wide standard, with an international accountability mechanism, to ensure that PSCs execute their services in a professional and ethical manner. The Swiss government and Geneva Center for the Democratic Control of Armed Forces (DCAF) is facilitating the process, with support from IPOA, the U.K. and the U.S. governments, representatives from the industry and international human rights NGOs. IPOA values all stakeholders' contribution and fully supports this process.

Currently, a draft of the Code is under review. There are four issues currently under debate. First, stakeholders are concerned over the nature of the Code, unsure of whether it should take on an

aspirational or regulatory nature. Some argue that the Code ought to retain an aspirational nature, acting as a moral compass rather than a document with detailed provisions normally addressed in national law or individual contracts. However, given the intention to establish an enforceable mechanism, others would like the Code to include detailed, normative provisions regarding a company's conduct. This debate is in fact evident in most details of the Code.

The Code's scope of applicability is another concern. Regarding the circumstances under which the Code applies, albeit with different terminology, a consensus has emerged that the Code applies to conflict, post-conflict zones as well as disaster relief operations. Concerning the entities and persons to which the Code applies, most believe the scope of application should be restricted to PMSCs, but that in the future, the Code might be expanded to include security training and consulting companies. Similar to other regulation on contingency contractors, the definition on private security contractors also remains somewhat unsettled.

Thirdly, within the process for a global

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gency environments, not how we replace them.

We need an inter-agency mechanism that will resource and coordinate civilian involvement in contingencies. I think there is a great deal of merit in the concept of a U.S. Office for Contingency Operations, advanced by Stuart W. Bowen Jr., the Special Inspector General for Iraq Reconstruction. I hope that this will be discussed within the administration, on the Hill and between Congress and the executive authority, because we need to develop a better organizational framework and resource base to cope with future contingency operations.



The sun is setting on much U.S. involvement in Iraq. Photo: Specialist 2nd Class Eli J. Medellin/U.S. Navy

JIPO: Do you agree with those who believe that U.S. foreign policy and overseas assistance are being militarized, and what do you see as the future of civil-military cooperation?

Amb. Crocker: I really do not see the militarization of civilian efforts being underway. No one is a stronger advocate for civilian resources, involvement and engagement in crisis zones than the military and the defense structure itself. Defense Secretary Robert Gates has been a vocal advocate for more civilian resources because he understands that these resources are necessary to ensure civilian functions do not default to the military due to lack of capacity. My own experience in Iraq was that in every case our military commanders wanted to see more civilian engagement and capacity, not less.

One of the concepts General David Petraeus and I pioneered in Iraq was that of provincial reconstruction teams: a Foreign Service-led civilian element embedded in a combat brigade structure, with the civilians serving as political, cultural and developmental advisers to the brigade command. The military absolutely welcomed this; the civilians found it highly rewarding. We need to further develop this type of extremely close and intense civil-military cooperation to ensure that we are capable of dealing with future contingencies.

JIPO: When considering the complexity and scope of the stabilization, capacity-building and reconstruction efforts in Afghanistan, how can a

political timeframe of about 18 months be reconciled with an operational timeframe of over a generation?

Amb. Crocker: This is why we have to be very careful about setting timelines. We resisted doing so in 2007 because we felt that a hard withdrawal date would simply tell our adversaries how long they needed to hold out. It would discourage our friends and encourage our enemies. Yet a year later, we embraced exactly those timelines we had previously resisted because they made sense in a stabilizing situation.

In Afghanistan, I think we need to be very careful in talking about redeployments or withdrawals at this stage. We are, as it were, in the surge process. This surge has to take hold and start to alter both the military and political dynamics of the

country, and that can only be accomplished if our allies in Afghanistan know they can count on us and our adversaries know they should fear us. If either side sees us as counting down to an inevitable exit no matter what the circumstances are, it is not a positive dynamic for the United States and Afghanistan.

JIPO: In light of the recent troop build-up and gradual civilian surge, what are some key policy recommendations you have for the Obama administration with respect to Afghanistan and Pakistan?

Amb. Crocker: I think that the administration is developing some sound policies in Afghanistan and Pakistan. I was very pleased to see Congress and the administration work closely together last year in fashioning a long-term assistance commitment to Pakistan – \$7.5 billion over five years. Simply put, we cannot win in Afghanistan if Pakistan fails. Pakistan's problems are immense, they have been years in the making and will not be solved overnight. Signaling to the Pakistanis a long-term, sustainable U.S. commitment in economic, educational and social terms, as well as security assistance, is critical. The Bush administration began this process, the Obama administration has built on it and both were very wise to do so.

Signaling a long-term U.S. commitment in Afghanistan is also key and encourages our friends and allies throughout the world to do so in a similar spirit. We need to move away from artificial or premature timelines for redeployment or withdrawal. I think the administration gave itself the necessary space on this when the policy was announced last fall. Secretary of State Hillary Clinton and Secretary Gates made it clear we would not be trapped by artificial deadlines. We need to continue to avoid those as we move ahead with the surge. Strategic patience on our part is going to be key. We do not do patience well, as Americans. But whether it is Iraq, Afghanistan or Pakistan, it is that patience and commitment we so badly need if we are to help shape a region that brought us 9/11. ■

Is There Such a Thing as a Good Coup in Africa?

Mauritania, Guinea and Niger as Instances of Positive Change



Maaouya Ould Sid' Ahmed Taya: What Goes Around, Comes Around. Photo: UN

ABOUT 15 years ago, the Organization of African Unity (now the African Union) declared that it would no longer tolerate military coups against civilian governments. Even worse, military coups against democratically-elected civilian governments would result in total membership suspension and possible sanctions. Of course, since several of the African heads of state making these declarations were themselves elevated to power through military coups, the condemnations were clearly not going to be retroactive.

Since the anti-coup doctrine's promulgation, there have been relatively few military takeovers in Africa. Those that have most recently taken place in Mauritania, Guinea (Conakry) and Niger are considered unique cases requiring special treatment; and deserve individual examination to determine how the African Union's policy has evolved.

Mauritania

By the end of his reign in August 2005, President Maaouya Ould Sid' Ahmed Taya had been in power for just over two decades; and he had originally taken power through a military coup that

overthrew an elected regime. Over the years, he transformed himself from a military to a civilian ruler and in his second decade in power, he orchestrated several rigged presidential elections. Then, in August 2005, the Presidential guard staged a bloodless coup while Ould Taya was visiting Saudi Arabia. A military ruling council was established. The military leadership promised to bring about a two-year transition to establish a new constitution and free and fair elections, leading to a new civilian dispensation. The military promised not to participate in the elections.

Because the military had overthrown a civilian regime, the African Union condemned the action. However, the coup was so popular among the people, that the African Union decided to send a mission of inquiry, which found, unsurprisingly, that the military had staged the coup because the Ould Taya regime had become hopelessly corrupt and stagnant. Poverty was increasing and Islamic militancy growing internally. The African Union placed Mauritania on a suspended list, but asked the international community to support the country's transition to democracy. In short, Mauritania was on probation pending the

fulfillment of the military's promises.

The transition was remarkably transparent. Political parties formed and operated openly. Televisions and radios broadcasted political debates. There was no censorship. The election took place in 2007, producing a civilian president and civilian parliament.

In 2008, the unfortunate occurred. The new civilian president Sidi Ould Cheikh Abdellahi turned out to be so incompetent and corrupt that the military had to depose him. This time, all international hell broke loose. A truly, democratically elected head of state had fallen victim to a coup. What could be worse? The U.S. ambassador declared the military regime a bunch of criminals. The African Union was outraged.

However, the military gave democracy another chance. This time, the commander of the army, General Mohamed Ould Abdel Aziz, resigned and ran as a civilian, and won a free and fair election in 2009. At the end of this tortuous three-year process, all was forgiven and international relations were normalized with Mauritania.

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Guinea

The President of Guinea Lansana Conté died in December 2008, after 23 very corrupt and repressive years in power. At the time of his death, there were no viable transitional institutions left. To fill this vacuum, a group of middle-grade military officers formed a military junta and took power within hours of the president's death.

For a few months, the military junta was very popular. They clamped down on corruption and took steps to stop the drug trade between Latin America and Europe. At first, the junta promised to carry out free and fair elections within two years, promising that the military officers would not be eligible to run. However, after a few months in power, popularity went to their heads and they started making noise about running for office. The head of the junta, Moussa Dadis Camara, told me in September 2008 that the military was "out of control" and that he had to stay in power in order to carry out a process of reform. The African Union responded to Camara's junta the same way it responded to the coup in Mauritania. Guinea was suspended, but the African Union decided to assist the junta in transitioning to democracy. The United States took a tougher stance: the Bush administration decided that the junta had no legitimacy and refused to deal with it. There was a

total absence of communication until U.S. assistant secretary of state for African Affairs, Johnnie Carson, received the Guinean Foreign Minister in October 2008. The message from the African Union and the United States was the same: The military must prepare to give up power to civilians and the military should not participate in the elections.

In September 2008, soldiers employed lethal force to put down a civilian demonstration against the military regime. This caused a major international uproar and condemnation, and led to an investigation by the International Criminal Court. The internal shock led the military junta to agree to share power with a civilian ministry. An election is scheduled for June 2010 and none of the military is eligible to run for office. This major reversal inspired the U.S. government to recognize the regime and to accredit an ambassador. The African Union did the same. Despite the tragedy that occurred, the outlook is positive as Guinea will enjoy its first democratic election since independence in 1958, though there is fear of another coup brewing within the ranks of the military.

Niger

The President of Niger Mamadou Tandja came to power in 2001 through a free and fair election. In August 2009, Tandja reached the end of his second term and according to the constitution, he was

required to step down in favor of a newly elected president. However, Tandja decided he did not want to leave power so he engineered a rigged referendum that allowed him to serve for a third term. He dismissed the supreme court that declared his action unconstitutional, thus, in effect, maintaining his position of power through an internal coup. Under tremendous popular pressure, the Nigerien army deposed Tandja in November 2009, with the promise to hold free and fair elections without military participation. The military action was so popular that the African Union decided to help the junta bring about a transition. Nevertheless, the regime was placed under suspension as a matter of principle.

The "coup d'état" Bottom Line

From these three recent examples, we can see that military coups against civilian regimes continue to be anathema to Africa and the African Union, inspiring serious contempt. On the other hand, in all three of these cases palpable popular approval caused internal critics to take a second look and devise "controlled" military actions to bring about real democratic transitions – in Africa, pragmatism appears to trump ideology. Conversely, the U.S. government tends to condemn and boycott first, and later enter the democratization process kicking and screaming. Somebody has to uphold principle. ■

Shifting the Blame

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Accountability Office, CWC and other bodies who have revealed numerous examples of poor government planning, overwhelmed contract oversight capabilities and chaotic and sloppy contract management. Contractors err as well of course, but properly attributing blame is problematic at best when companies themselves refuse to point the finger at the real culprits – for good reason.

Unfortunately this dynamic plays into the hands of governmental proponents of 'insourcing' – the policy of turning

previously contracted jobs over to government agencies in the largely mistaken belief that it will improve quality or reduce costs. All of which is compounded by lethargic journalists and bloggers who fail to do even relatively basic research into the real reasons for high-profile 'contractor failures.' Dispassionate analysis of the role and value of contingency contracting requires good information, but the dynamics of the government-contractor relationship make a comprehensive understanding of the well-publicized failures problematic and thus unlikely to be properly analyzed.

Contingency contracting requires a working partnership between governments and contractors. Outside analysts can help foster a constructive environment by spending a bit more time examining failures from all perspectives and not simply accepting fashionable stories without inquiry. Our industry welcomes effective oversight and good contract management – such practices benefit the better companies – but when it comes to blame for failure outside analysts need to fully understand why contingency contractors tend to accept the blame with nary a peep. ■

Communication Nation

The Importance of Understanding in a Multi-Stakeholder Reconstruction Effort



Everyone wants to find a solution, whatever that solution may be. Photo: Fred W. Baker III/U.S.A.F.

DESPITE the marvels of modern technology making communication better than ever, it is remarkable how little communication actually occurs when it should. As a society, we manage to Twitter the world that we are off to the corner shop to get a loaf of bread. But many of us are apparently incapable of interlocution regarding such highfalutin things as policy.

On March 30, a group of 16 organizations and two individuals, sent a letter to Secretary of State Hillary Clinton complaining about IPOA. The letter was essentially a reaction to two things: first, IPOA's much-publicized Haiti web page, which was established immediately after the earthquake to provide a listing of essential products and services that its members could offer at short notice to governments and aid organizations seeking to participate in the relief effort; and second, IPOA's even more publicized conference (organized in conjunction with GIS) in Miami that sought to bring together multiple stakeholders in order to help organize support and investment for Haiti's reconstruction. Additionally, the letter also rehashed a litany of other tried-and-true allegations about the "troubling track records" of IPOA's member

companies. (Note "allegation," as the veracity or context of the claims was apparently immaterial to the letter's authors.)

Now, like nearly any organization with an ounce of publicity, IPOA is used to criticism. After all, IPOA has been lambasted in the press, grilled in front of Congressional committees and has even had its front doors barricaded by Code Pink on occasion. But here's the difference. In almost every instance, members of the mainstream press, Congressional staff and even protesters have at the very least entered a dialogue.

A dialogue between those who disagree is not about one side having to necessarily agree with the other's viewpoint. On a meta-level, a dialogue can at least allow one side to understand the point of view of the other side. On a more basic level, it can allow one side to realize that what they're saying about the other side is just plain inaccurate.

However, for the authors and signatories of the March 30 letter – the majority of whom IPOA had not even heard of nor had contact with before – they collectively neglected to pick up a phone, send an e-mail to even attempt to execute an ounce

of due diligence and perhaps discover the point of view of the other side. Much easier, apparently, clearly to simply recycle what someone had read on an obscure blog. (An interesting side note was that after discovering the letter, IPOA reached out to all the organizations listed; the only response received was a helpful suggestion that it was a free country and IPOA could write its own letter to Secretary Clinton.)

But why is this important? Why is so much energy being expended on a letter by a collection of organizations that we've never heard of?

One can only imagine that the authors and signatories of the letter have only the best of intentions for Haiti and its people as the reconstruction effort proceeds. With some simple communication, we could all have discovered plenty of shared middle ground and positive intentions. As it is, the letter's intent was based significantly on misconstrued intentions and perceived faults.

The reconstruction of Haiti is going to be difficult and resource-intensive. It is very easy to sit back in an air conditioned New York office and argue that the private



This is going to need everyone's effort and attention. Photo: M Sgt Jeremy Lock/U.S.A.F.

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sector should keep out of the Haitian reconstruction. One should not begrudge a man standing in a deluge just because one does not like the color of the umbrella that could be offered. Certainly, the Haitian people should be allowed to take the lead in reconstructing their own country. But we cannot kid ourselves that the country has even remotely close to the capacity or resources required to do so. Even among the international community, there will likely be a substantial reliance on the private sector for many aspects of the reconstruction. Few – if any – countries have, for example, an endless supply of prefabricated dwellings sitting around in preparation for the next big natural disaster somewhere in the world. No one is arguing – nor should they – that the private sector should design, participant in, or dominate the reconstruction. It is a multi-stakeholder process that will require drawing upon an immense and varied pool of resources and expertise.

To describe private sector support of the relief and reconstruction efforts in Haiti as “militarized” or entirely security-centric (and thus, by extension, inherently negative) is simply misleading. Describing a private company providing shelters to

the homeless, airlift for humanitarian supplies – or even, yes, civilian security for an NGO delivering much-needed humanitarian assistance – as negatively militarizing the aid effort is counter-productive and begins to malign an otherwise important support function.

The letter argues that Haiti should “receive ‘smart’ aid that creates jobs for Haitians, provides direct investment in the public sector, builds local infrastructure and ensures that reconstruction efforts operate with transparency and follow a rights-based approach.” IPOA could not agree more. The private sector is well-known for employing local nationals as much as possible, to ensure that the local economy benefits and the local population has a stake in its own development. The private sector is well-placed to provide the capacity to rebuild local infrastructure, as it has done around the world from Afghanistan to Sudan. And the private sector, through IPOA, has been at the forefront of efforts to improve government oversight of contracting to ensure that very transparency. The implication that such things are incongruent with the private sector is misleading, and would indicate a lack of understanding about what IPOA’s mission is and how the private sector

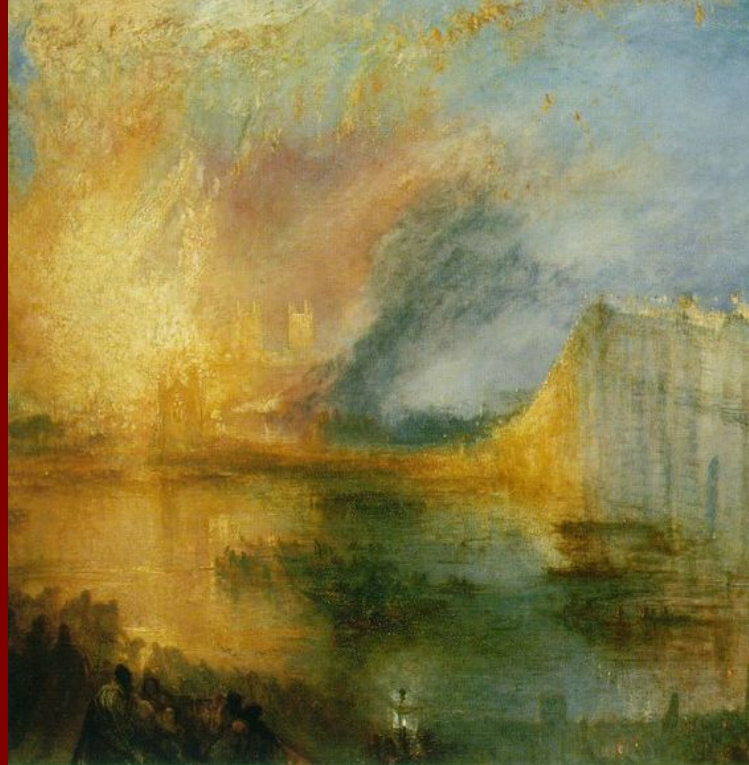
actually operates in a competitive market.

Ultimately, the Haitian people should be in control of their own destiny, with the international community helping with planning and resourcing. The international community will no doubt render as much assistance as necessary, and the humanitarian NGO sector and private companies will be able to provide immense capacity for the reconstruction effort. For Haiti’s reconstruction to succeed, it will need to be a multi-stakeholder effort, engaging as much capacity and expertise from a wide variety of sources.

IPOA is in favor of the Haitian people taking the lead in their own reconstruction. IPOA is in favor of creating jobs for Haitians and employing them in the reconstruction as much as possible. IPOA is in favor of investing in Haiti’s local infrastructure (both physical and institutional). And above all, IPOA is in utter agreement that all the foregoing should be done transparently. With just a little communication – and understanding – we could all realize that we’re not as opposed as might first, on face, seem to be the case. ■

Images of Contracting

Rediscovering Contracting History



Burned into memory. Photo: J.M.W. Turner

ON the night of October 16, 1834, the landscape artist and proto-impressionist, J.M.W. Turner, stood on the banks of the River Thames, along with thousands of other Londoners, watching the Houses of Parliament burn.

The fire broke out in the early evening, after workmen overloaded a furnace used to provide heating for the House of Lords. It resulted in the loss of virtually the entire complex.

Over the course of the evening, Turner sketched the ever-changing spectacle in a small notebook, from different vantage points along the river. Later, in the quiet of his studio, he turned these sketches into watercolor drafts as he struggled to portray the brilliance of the fire.

The finished oil painting was not completed until days before it was exhibited in 1835. Until then, a contemporary noted, it was “a mere dab of general colors, and ‘without form and void’, like chaos before the creation”.

These paintings are some of the best-known images from the history of European art. They hang today in the Tate Britain and the Philadelphia and the Cleveland Museums of Art, and they

deserve our attention in large part because they were masterpieces of Impressionism fifty years before the Impressionist era began.

But Turner captured something else in that fire, something that modern viewers usually overlook. In the midst of the inferno, right through that October night, the men of the London Fire Engine Establishment risked their lives to save Westminster Hall, the oldest part of the Houses of Parliament.

We know that Turner recognized their efforts, since there is another painting, also in the Tate Britain, which shows these men spraying ineffectual streams of water onto the awful blaze.

The London Fire Engine Establishment was the city’s only professional fire brigade. And it was a private fire brigade – staffed, equipped and financed by the insurance companies.

What is even more challenging from a modern point of view is that these men were risking their lives as an act of public service. They had no financial incentive to be there, since government refused to insure its properties.

Turner’s paintings are 175 years old, and yet they deal with one of the most controversial ideas in modern politics – the private provision of public services and our understanding of the ‘inherently governmental.’ Though, the artist would have been surprised if we had raised this question with him: he had been painting private firefighters since he was a young man, and as a resident of mid-19th century London, he was surrounded by privately-provided public services. The fire brigade was private. The ambulance corps was private. Some police forces were private. Hospitals and schools were provided by non-governmental institutions. Public service companies supplied his water. They owned and operated the telegraphs. The nation’s railway network had been conceived and constructed (and for a century more, it would continue to be owned and operated) by private enterprise.

To illustrate how commonplace public service companies were, even at the heart of government, walk around 21st century Whitehall and look at it through 19th century eyes.

Starting from the Turner’s vantage point across the river from the Houses of

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Parliament, walk across Westminster Bridge towards Whitehall. This crossing was financed by government (through a lottery), but the one next to it was originally a private toll bridge. Charing Cross Bridge, as it was then known, also features prominently in the history of European art – there are several paintings by the French Impressionist, Claude Monet, who came to London to study Turner's techniques, and capture the unusual light created by the city's pollution.

The bridge after that, Waterloo Bridge, was also originally constructed and financed, and for many years operated, as a private toll bridge. The official opening was painted by John Constable, and the bridge was used by Monet as the centerpiece for his well-known studies of the Thames.

Walk past Big Ben and the Houses of Parliament, around the corner and into Whitehall – a street so densely populated by government departments that it has become a metaphor for centralized, bureaucratic government across the English-speaking world. On the other side of Whitehall, there is a lane between Treasury and the Foreign and Commonwealth Office that, among other things, houses the Cabinet Rooms occupied by

Winston Churchill during the War. You cannot get much deeper into Whitehall than this. There is only one statue in this laneway, and it is not of Churchill or some highly-respected civil servant. It's a statue of Robert Clive, the East India Company soldier who unwittingly founded an empire.

For almost a century, the East India Company exercised virtual sovereignty over a large part of the Indian subcontinent – waging wars and raising taxes, passing laws and dispensing justice – until it finally surrendered its rights to the Crown in 1858. In the early years of Company rule, Clive and his fellow nabobs created vast personal fortunes by exploiting their positions of trust. But the age of the nabobs was short-lived, and by the 1850s, the East India Company had come to represent best practice in public service, with India serving as the test-bed for some of the hottest new thinking in government administration. Indeed, the term 'civil service' was invented by the East India Company and imported back into England along with associated concepts such as merit appointment.

Clive is not the most appropriate candidate for this plinth, but just around the corner, in Horseguards Parade, there is another statue that is certainly worthy of its place here in Whitehall.

This remarkable statue is of your correspondent's wife's great, great, grand uncle, Lord Roberts. The original was exhibited by the sculptor, Harry Bates, at the Royal Academy in 1896, and the great Symbolist painter and sculptor, George Frederic Watts, called it the finest equestrian statue of the age. Roberts is seated on his Arab charger, Volonel, which carried him on his legendary march from Kabul to the relief of Kandahar.

This remarkable soldier – who won the Victoria Cross at 26 in the Indian Mutiny, fought the Second Afghan War at 46, the Boer War at 69 and was appointed Commander in Chief of the British Army at 70 – was 5 foot four, slight of build, and blind in one eye from childhood.

The men referred to him as 'Bobs' and Rudyard Kipling wrote affectionately of him in a poem of that name. Kipling saw something in 'Bobs' that modern readers don't, for Roberts launched his career and won his Victoria Cross as a soldier in the East India Company's regiments.

Private civil servants and public service companies. To us, these are uncomfortable and unfamiliar concepts. To Turner and Kipling, they were simply facts of life. ■

Formulating an International Code

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standard, there is a proposal for an International Accountability Mechanism (IAM) that will perform oversight functions and encourage accountability for the Code. While many agree this should be part of the Code, the IAM's details remain unresolved, particularly in areas such as the institutional structure, scope of the mandate, function, sources of funding and geographical location.

Intending to create an enforceable accountability mechanism, the majority of stakeholders want to see a Code with teeth. In order to institutionalize this standard, the ongoing process requires greater involvement from the contingency

contracting industry and international governments. The current drafting stage presents a window of opportunity for service-providers and clients to articulate their interests and concerns. The latest draft is open for public discussion and stakeholders hope to write the final version in June 2010.

Contractors themselves have every reason to participate in this process. First and foremost, the Code and its enforcement framework are likely to be supported by national legislation. For example, Defense Department contracts could potentially integrate third party certification in the coming years. Participating in the drafting process of the Code now will allow

companies to comment on and contribute to the language of the global standard, as well as dictate the language of the IAM and third party certification. Furthermore, the scope of applicability with regards to entities and persons to which the Code applies remains open for revision.

Although it will likely be restricted to PSCs for now, the definition may expand in the future and thus, the standard may affect more companies. Similarly, while currently the Code is only binding upon companies that endorse it, if the Code is adopted by a large enough number of contractors and especially clients, it may be an enforceable operating standard for the entire industry. ■



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