



CULTURES of CRISIS ³

Professional Cultures of Crisis Management

International
Workshop
Frankfurt
8-9 November
2018



OVERALL CONCEPT

The concept of crisis is elusive and it is highly disputed what actually makes a crisis a crisis. However, some elements reoccur more frequently than others when talking about crises. Among them are: "Decisive situation for better or worse", "ambivalent combination of threat and opportunity", "acting outside the routine", "high degree of indeterminacy" and "acting under pressure". What can be said is that such and similar understandings of crisis do travel far. Crises occur in different regional contexts and many cultures use the concept itself or a similar term. Yet, at the same time, crisis is no universal concept that is used by all humankind and at all times in the same way. It has evolved over time and some cultures adapt it more readily than others. It seems to be bound to particular cultural beliefs, such as: human agency exists, the future is open and can be influenced in the present and humans are responsible for the course of events. In institutional terms it has some affinity with capitalism, democracy and the existence of a free media.

Crises pervade all parts of society. They occur in the economic, ecological and political spheres, they affect organizations, states and institutions. All kinds of professionals thus have to deal with crises and have to develop their own understanding of crisis. The topic of this workshop is to explore the similarities and differences in how professional cultures use and understand the concept of crises and to assess the magnitude of practices and knowledge orders that exist to deal with crises within such professional cultures. We therefore invite representatives from different practical fields as well as researchers, who have studied professional cultures of crisis, to exchange ideas about their respective understanding of crises and their particular approaches to manage crises. In three panels, we approach this topic from different ways: Are there different regional approaches to crisis management? Are there different organizational cultures of crisis management? And is there a global epistemic community around practices of crisis management?

The workshop is inter-disciplinary, international and highly interactive. Our intention is to provide extensive time slots for joint discussion and to stimulate discussion by pointed inputs from dedicated experts. The panels are thus intended as informal exchange forums, open to diverse perspectives and controversial debates. In order to stimulate discussion we kindly asked each panelist to prepare a short statement of 5 to 10 minutes. We provide a few guiding questions in order to focus the inputs on the panel's topics but encourage all panelists to bring in their respective subjective and personal experiences gained under highly divergent circumstances.

PROGRAM

THURSDAY, 8th NOVEMBER 2018

Peace Research Institute (PRIF) | Large Conference Room | 4th floor
Baseler Straße 27-31) | 60329 Frankfurt am Main | Germany
Tel. +49 69 959104 0

12:30 Arrival and Light Lunch

13:30 **WELCOME, ROUND OF INTRODUCTION & WORKSHOP OUTLINE**

Oliver Ibert, Stefan Kroll and Antonia Witt



14:00 **PANEL 1**

REGIONAL CULTURES OF CRISIS MANAGEMENT

Moderator: Oliver Ibert

Panelists: Ragheb Aljaoor, Fiifi Edu-Afful, Markus Kirchschrager,
Tilman Röder



16:00 Coffee Break



16:30 **PANEL 2**

ORGANIZATIONAL CULTURES OF CRISIS MANAGEMENT

Moderator: Stefan Kroll

Panelists: Tine Hanrieder, Niklas Schenck, Peter Schumann

19:00 Workshop Dinner

Restaurant Sebeta, Werftstraße 15, 60327 Frankfurt am Main



FRIDAY, 9th NOVEMBER

Cluster of Excellence "The formation of normative orders"

Room 5.01 | Building "Normative Ordnungen"

Max-Horkheimer-Str. 2 | 60323 Frankfurt am Main

9:00

KEYNOTE

CRISIS? WHAT CRISIS? A PUBLIC PERSPECTIVE ON THE NATURE,
CONSEQUENCES AND CHALLENGES OF MODERN CRISES



Arjen Boin

10:30

Coffee Break

11:00

PANEL 3

CRISIS MANAGEMENT AS GLOBAL EPISTEMIC COMMUNITY

Moderator: Antonia Witt

Panelists: Arjen Boin, Verena Brinks, Astrid Irrgang

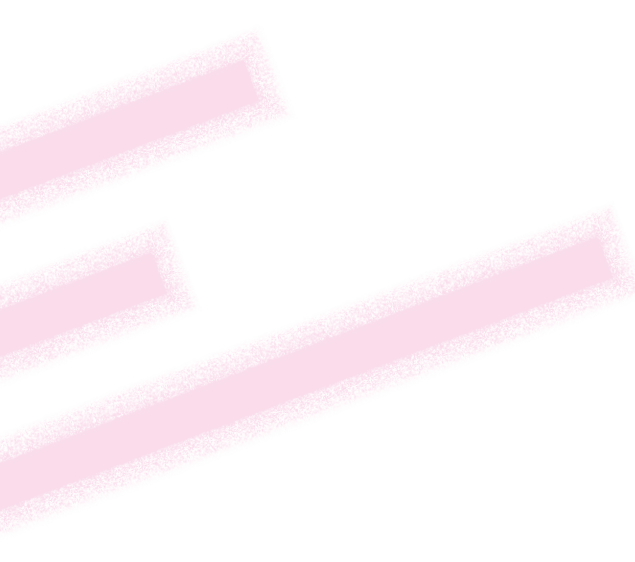
13:00

CONCLUDING PANEL

Oliver Ibert, Stefan Kroll, Antonia Witt

13:30

Lunch



KEYNOTE LECTURE

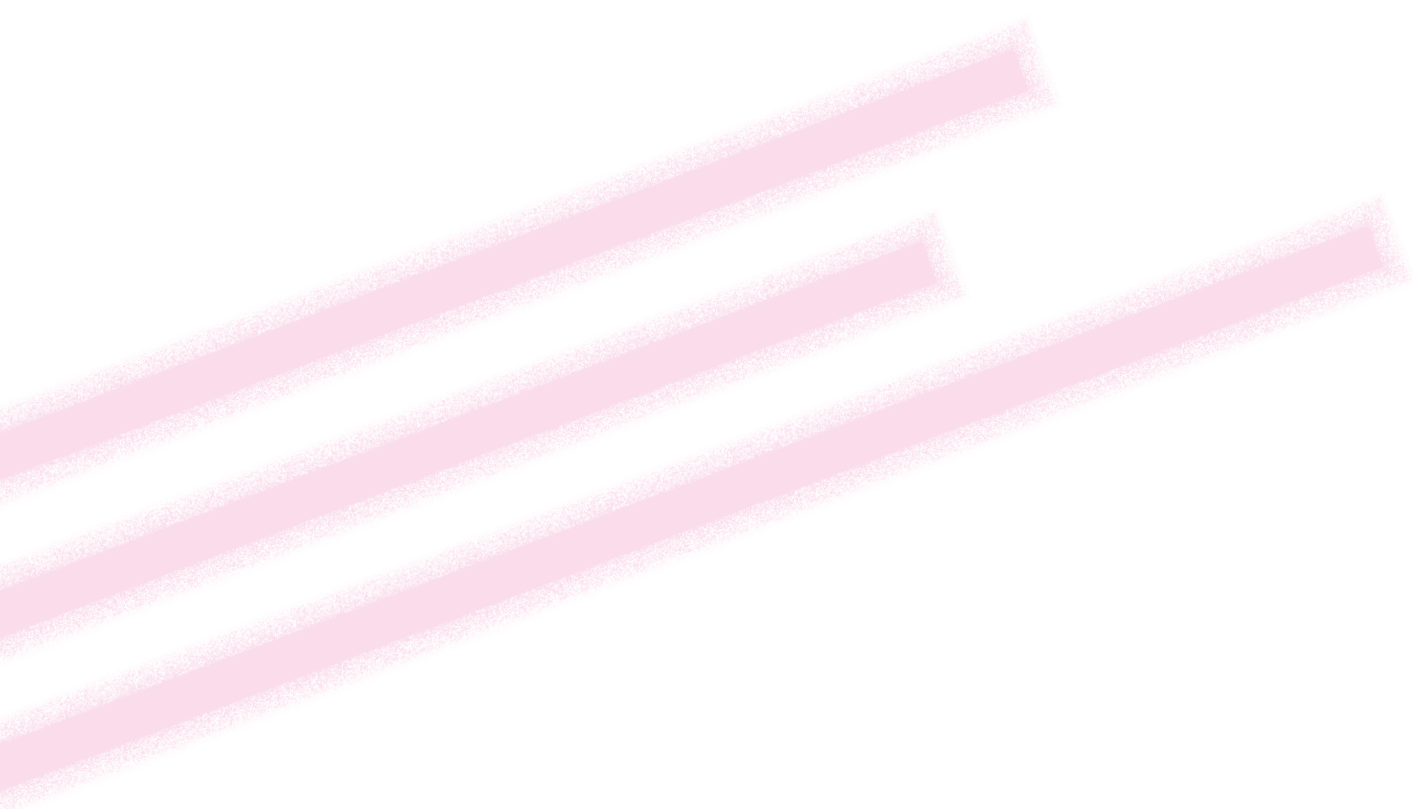
CRISIS? WHAT CRISIS? A PUBLIC PERSPECTIVE ON THE NATURE, CONSEQUENCES AND CHALLENGES OF MODERN CRISES



Arjen Boin | Universiteit Leiden

Defining crisis has exercised academics for decades and continues to emerge on their agendas for discussion. In such discussions, functional and symbolic perspectives tend to clash; objective approaches are cast against subjective notions. In this lecture, professor Boin will reflect on these various perspectives and offer a uniting approach that can serve to connect the analytical capacities of all relevant academic

disciplines. This is necessary, as modern society is increasingly confronted with a dynamic threat environment that challenges the traditional tools wielded by the nation state. Boin will discuss how current and future threats may erode key institutions and undermine democratic leadership. He will discuss the challenges that leaders face and explain how social science research can contribute to a better understanding of the causes, dynamics and consequences of modern crises. The aim is to further an agenda for interdisciplinary research that may also prove relevant for society.



PANEL 1

REGIONAL CULTURES OF CRISIS MANAGEMENT

The professionalization of crisis management in many cases is associated with the emergence of knowledge and practices which seems to be decoupled from regional contexts and expectations. For a long time, international interventions, from peace keeping to rule of law reforms, followed an international model which only marginally was oriented at regional social contexts, traditions and histories. More recently, the importance of regional normative expectations and institutions has been acknowledged not only by academics but also by practitioners. Taking this as a vantage point, the first panel is dedicated to regional approaches of crisis management. What are the differences between international and regional approaches of crisis management in particular cases? How and to what effect do hierarchies between international and regional professional cultures emerge? In which cases and under what conditions are regional approaches considered as source of innovation with the potential to also transform the international script?

Panelists

RAGHEB ALJAOOR | Support Group Network (SGN) | Vänersborg, Sweden

Statement NGOs and government agencies often make lectures to refugees trying to explain the laws governing society, both at the individual and collective level, in a way that strengthens the victim's mentality (victim mode) of the newcomer. If we look at what happened in Sweden, with previous experiences in the migratory communities (Somali, Bosnian, etc.), we will find that these communities have formed their own islands within the body of the country, so this newcomer can live, rent and work even without learning the local language. We look at this situation as a crisis, and we must overcome it with the recent waves of arrivals.

How?

- We look at the root of the problem and try to fix it from there (from response mentality to prevent mentality).
- Giving lectures to the organizations on cultural differences from the eyes of the newcomer (look at the problem from my eyes also).
- We respect official statistics, but we believe that everyone has his own voice if he wants to make a change.

FIIFI EDU-AFFUL | Kofi Annan International Peacekeeping Training Centre (KAIPTC) | Accra, Ghana

Statement Within the last two decades, African states have assumed centerstage and have become leading actors in responding to crises on the continent. The African Union (AU) and the Economic Community of West African States (ECOWAS) particularly have demonstrated leadership in embracing and operationalizing many global norms and collective action to respond to all forms of crises. Both the AU Constitutive Act of 2000 and the ECOWAS 1999 Protocol relating to the Mechanism for Conflict Prevention, Management, Resolution, Peacekeeping and Security have become the major legal frameworks for responding and managing crises. There has been a transformation from the old-fashioned principle of non-interference to non-indifference. Africa now has a layered approach to regional crises management. Three philosophies

basically underpin the response to crises: responsibility to prevent, react and rebuild. The presentation will provide a balanced source for reflecting on the possibilities, constraints and implications for managing crises on the continent.

MARKUS KIRCHSCHLAGER | German Institute of Global and Area Studies (GIGA) |
Hamburg, Germany

Statement Regions have become a standard analytical level to evaluate a crisis' specific contextual causes and conditions. In the domain of international conflict management, the western approach of liberal peacebuilding is still the dominating concept. One of its major shortcomings and source for extensive failure in the past is its blind eye for specific cultural, historical, economic or security characteristics of the crisis setting. A regional approach to crisis management could be seen as a mediating approach between tools of the international level and their professional culture and norms on the one hand and the local context on the other hand. The regional level is a level where you can find unexpected solutions.

TILMANN RÖDER | FU Berlin and Federal Foreign Office | Berlin, Germany

Statement I intend to begin with a short analysis of the operational understanding of the German Foreign Office of "crisis". The underlying European concept is different from similar Arabic and Persian concepts (al-azma and behraan, respectively), which are, however, commonly translated as "crisis". Do these etymological and discursive disparities matter in regard of how crises are perceived and managed? From this starting point I will take a look at examples of international and regional crisis response and discuss in how far these differ, which prevail, and what results from this situation. I will focus on post-war countries.

PANEL 2

ORGANIZATIONAL CULTURES OF CRISIS MANAGEMENT

Both within states as well as internationally, the detection, management, and prevention of crises is often the task of complex organizations. What happens within such organizations is thus of crucial relevance for understanding the governance of crises today. In the second panel we therefore scrutinize different organizational cultures of crisis management, that is specific practices and knowledge orders that shape how organizations react to and deal with crises. In particular, we seek to understand differences in such organizational cultures both between different types of organizations (e.g. organizations that are prone to crisis vs. organizations that have to avoid crises) as well as within different sections or departments of one organization (such as field offices, headquarters, crisis committees): Is there a global script for modern organizations in how crises are addressed? How do different organizational cultures of crisis management travel globally as well as within organizations? And how do they adapt to different contexts? Where do different organizational cultures clash or create pathologies? Empirically, this panel will bring together experts working in 6 different policy fields ranging from humanitarian aid to health and the prevention of violent conflict.

Panelists

TINE HANRIEDER | Berlin Social Science Center (WZB) | Berlin, Germany

Statement Doctors without Borders (MSF) are often considered to be a defendant of a "pure" humanitarianism: a practice that is limited to acute crises such as wars and natural disasters. How did MSF nevertheless start taking on domestic health problems in France since the 1980s? An exploration of MSF's soul-searching debates about the existence of a crisis or other grounds for domestic intervention helps us understand the shifting normative grammar of humanitarian reason – abroad and at home.

NIKLAS SCHENCK | Freelance journalist and filmmaker | Germany

Statement How do German media „manage“ covering the foreign presence in Afghanistan? Well, in a patchy fashion at best! In spite of thousands of foreign soldiers, policemen, diplomats and development experts rotating in and out of Afghanistan since at least 2001, no German media have had a permanent correspondent in Kabul for years. This leads to effects both in country and here in Germany: Reporters visit for short durations and report their stories „on adrenaline“, while not building up the same contact network that other, international outlets foster over years. And desk editors sometimes forget to look past the obvious in assigning stories – and some of their routine demands gravely enhance the danger local reporters and photographers face on the job.

PETER SCHUMANN | formerly United Nations Development Programme (UNDP)

Statement When international peace and security are under threat, crisis management plays a major role. The usual approach is to look at crisis management from an operational perspective "to restore and maintain order", the collapse of state and society is rarely attributed to Governments putting in motion "crisis management policies and procedures", i.e. special laws and emergency measures.

The following can be observed:

- when State authority is challenged and regime change through armed rebellion is the objective, crisis management is replacing Governance and Rule of Law.
- when civil war erupts and the maintenance of international peace and security is threatened, an external intervention in the format of a UN peacekeeping operation is launched, mandated to "protect, stabilize and assist to restore order". However, crisis management is neither part of UN bureaucratic routine nor is it considered part of the "menu of options" a peacekeeping operation may apply. The "successful failure" of UN peacekeeping operations to counter "Government crisis management", including to defend itself when threatened, has become a reality.

The clash of these very different "organizational cultures", Governments and "armed rebellion" on the one hand and UN peacekeeping operations on the other, define the policy and operational framework of "crisis management" in the context of civil war and maintaining peace and security.

The evolving situation in Sudan and South Sudan represents a case in point.

PANEL 3

CRISIS MANAGEMENT AS GLOBAL EPISTEMIC COMMUNITY

Crises occur in almost all societal sub-systems. A diverse range of professions and professionals have to deal with crises and have to develop systematic knowledge about crisis management. This raises the question about the nature of crisis management as a professional culture. Is there something like a shared understanding of what actually constitutes crisis management as a coherent practice? Or is it rather the case, that each profession develops an own understanding of crisis adapted to the specificities of different areas of application? Is it possible to share knowledge about crisis management across different geographical and organizational contexts or are these practices incomparable as they have to be integrated in their respective contexts? The panel brings together researchers and practitioners, discussing the (non)existence and characteristics of a global epistemic community on crisis management. What constitutes the practice of crisis management? How is global knowledge on crisis management shared between practitioners? Is there something like a discipline of crisis management and can this professional knowledge be applied to all contexts?

Panelists

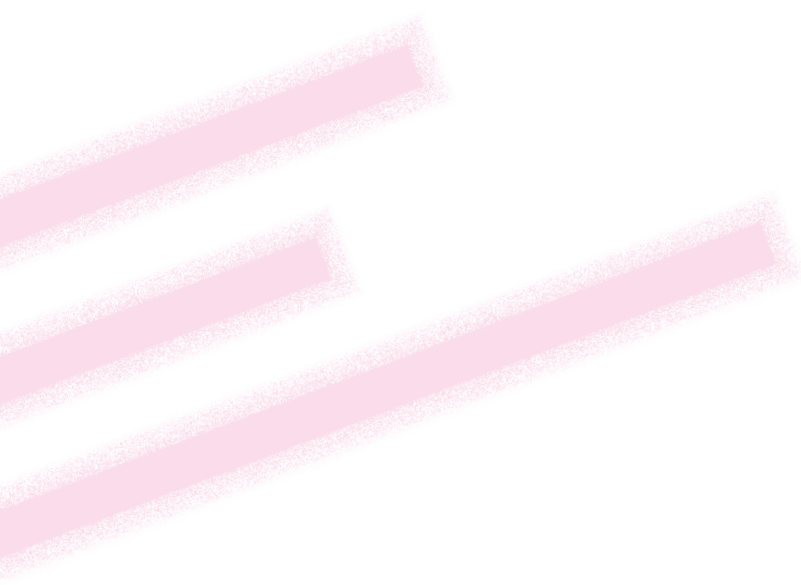
ARJEN BOIN | Universiteit Leiden & Co-Founder of Crisisplan BV | Leiden, Netherlands

Statement I've been working with a wide variety of crisis professionals for some 25 years, both in the Netherlands and abroad. In my mind, there is one dominant dividing line in this global community of professionals: the line that divides operational experts from strategic decision-makers. Broadly speaking, operators across domains have much more in common than they do with their own strategic level. It follows that it is best to speak about two types of crisis professionalism: operational expertise and strategic expertise. We know much more about the former than the latter.

VERENA BRINKS | Leibniz Institute for Research on Society and Space (IRS) | Erkner, Germany

Statement Crisis management appears paradoxical as it suggests the possibility of giving order to situations which are by definition chaotic. In my view, crisis managers can best be described as "process experts" which bring in knowledge about crisis phases and recommendations for action adapted to these special situations. Even though crisis management has become an independent course of studies within the last decades, it is by no means a homogeneous discipline but highly driven by practical experiences, lateral entrances, and diverse fields of application. Crisis management might best be described as a "boundary practice" covering diverse professions from business consultancy to fire brigades and from practitioners to researchers.

Statement A crisis is a decisive turning point of a critical event. Whereas most crises seem to be unique, the tools to counter them are comparable – and applicable among various disciplines and types of crises. Roughly, they consist of three steps: First, analysing the causes of the crisis. Second, establishing different options for action. Third, taking appropriate measures. Although in peace operations there are numerous formats for knowledge transfer, exchange of experience, or foresight instruments, the most important lesson seems to be: prevention and reaction usually are “too little, too late”. This is due to the complexity and duration of critical events, the mechanisms of the multilateral frameworks for (re-)action (e.g. the UN Security Council) and human nature (apathetic when not concerned oneself). How to overcome “too little, too late” is the million-dollar question of a global epistemic community.



RAGHEB ALJAOOR



Ragheb Aljaoor is an electrical engineer, and a PMP certified. He has worked in many multinational projects. He arrived in Sweden in 2015 together with large numbers of newcomers.

Today Aljaoor is a project manager in a non-profit organization managed 100% by new arrivals in Sweden having branches in major cities in Sweden, and some European cities. In that context, he engages with non-profit organizations and government agencies on subjects like: integration/ employment/ identity/ exclusion, from the eyes of newcomers. The work with newcomers includes a changing of mindset to transfer them from passive to proactive. The aim is to form an active generation of newcomers and make all parties talk to each other.

ARJEN BOIN



Arjen Boin is professor of Public Institutions and Governance at Leiden University's Department of Political Science. He worked at Utrecht University and at Louisiana State University, where he was director of the Stephenson Disaster Management Institute and associate professor in the Public Administration Institute. Boin is a managing partner of Crisisplan, an international crisis management consultancy.

His books include *The Politics of Crisis Management* (Cambridge University Press), *Governing after Crisis* (Cambridge UP, 2008), *Designing Resilience* (Pittsburgh UP, 2010), *MegaCrises* (Charles C Thomas, 2012) and *The EU as Crisis Manager: Patterns and Prospects* (Cambridge UP, 2013). He was the Editor for *Public Administration*.

VERENA BRINKS



Verena Brinks is a post-doc researcher at the Leibniz Institute for Research on Society and Space (IRS). She completed her diploma degree in geography at the University of Münster 2012 and received a PhD from the Freie Universität Berlin with a dissertation about user-driven innovation 2016. Brinks is currently working in a project about advisors in crisis management processes. Since 2013 she is involved in the Leibniz research alliance "crises in a globalized world", exploring the role of "experts in crises".

FIIFI EDU-AFFUL



Fiifi Edu-Afful (PhD) is a Research Fellow and the Deputy Program Head of the Peace Support Operations Programme at the Kofi Annan International Peacekeeping Training Centre (KAIPTC). He is currently a Doctoral Fellow under the Global Fellowship Initiative, Geneva Centre for Security Policy (GCSP). He is currently undertaking research on inclusive peacebuilding and peacekeeping exit frameworks, effectiveness of peace operations, domestic security implication of UN peacekeeping, improving response capacities to terrorism in peacekeeping theatres in Africa and sexual violence against men and boys in Conflict.

TINE HANRIEDER



Tine Hanrieder leads the junior research group Global Humanitarian Medicine at the WZB Berlin Social Science Center. She works in the fields of global health, international organization, and transnational sociology. She has published a monograph on reform dynamics at the World Health Organization with Oxford University press and articles on institutional and moral dynamics in global (health) politics in journals including International Theory, the European Journal of International Relations and Security Dialogue. Her current research focuses on the reimport of lessons from the South to healthcare peripheries in industrialized countries, and on the management of expertise in global health institutions.

ASTRID IRRGANG



Astrid Irrgang has been Deputy Director of the Center for International Peace Operations (ZIF) since 2014. Having joined ZIF in 2012 as Head of Human Resources, she then took the lead of the Operations Division in 2016. From 2010 to 2012, she was Head of the Department of Administrative Services for Students at the Goethe University in Frankfurt/Main. In 2001, Irrgang began to work for the German National Academic Foundation (Studienstiftung des deutschen Volkes) in Bonn. After two years, she moved to the German capital to set up the Foundations's Berlin Office which she led until 2010. In 2008, she joined the team of the Secretary-General of NATO as a Visiting Officer for a few months. Irrgang holds a master's degree in history and psychology. Her PhD deals with field letters from World War II delivered by the German army postal service.

MARKUS A. KIRCHSCHLAGER



Markus A. Kirchschrager is a research fellow at the German Institute of Global and Area Studies in Hamburg, Germany since April 2014. He is member of the GIGA Institute of Middles East Studies and part of the research programs "Peace and Security" and "Power and Ideas". He studied political science at Friedrich-Schiller-Universität Jena and Freie Universität Berlin and is currently enrolled as a PhD candidate at Georg-August-Universität Göttingen. Kirchschrager is studying regional patterns of international mediation with a quantitative and qualitative comparative approach and has a regional focus on the Middle East and Southeast Asia. As GIGA is the host of Process of International Negotiation (PIN) since December 2016 onwards, he took over the position of the coordinator of the PIN steering committee.

TILMANN J. RÖDER



Tilmann J. Röder is project coordinator at RSF-Hub (Freie Universität Berlin) and policy adviser to the German Foreign Office. He has been implementing rule of law and transitional justice projects in conflict countries such as Afghanistan, Pakistan, Iraq, Libya, Ukraine and Colombia since 2006. Röder co-founded and managed the Max Planck Foundation for International Peace and the Rule of Law and an Afghan NGO specializing in the rule of law sector. He is a former member of the German Committee on Civilian Crisis Prevention. Röder writes on constitutional and international law, legal pluralism, and legal history, and he teaches at Goethe Universität Frankfurt.

NIKLAS SCHENCK



Niklas Schenck is a freelance journalist and filmmaker, with a frequent focus on Afghanistan. Current projects include the investigative book "The cancer drug mafia" (Die Krebsmafia) and True Warriors, a documentary film about a suicide bombing during the premiere of a theater show in Kabul.

PETER SCHUMANN



Peter Schumann has been UN Staff Member for more than 35 years, had assignments with the UN Secretariat and UN Specialized Agencies and Funds, performed the functions of UN Resident Coordinator, UNDP Country Representative, Manager of complex development, peace building and reconstruction programmes, a member of PKO management teams in Iraq, Kosovo and Sudan. He retired in September 2007 from all UN functions. In December 2017 he appointed as Acting Joint Special Representative of the UN / AU Peacekeeping Operation in Darfur/Sudan (UNAMID) at the level of Assistant Secretary General. From 2008 to 2010 Schumann was Senior Fellow at the University Konstanz. He organized and conducted a field visit to Kosovo with students as part of a MA programme in political science and public administration. His focus of activities related to public administration and post-conflict recovery.

Schumann affiliates with other Universities, Research Institutions and "think tanks" (also outside Germany).

