

DEPARTMENT OF PEACEKEEPING OPERATIONS (DPKO)

CIVIL-MILITARY COORDINATION POLICY

Introduction

1. The response to conflict that has resulted in military or civilian police capability being deployed as part of UN peacekeeping operations has changed considerably in the past decade. Formed military and civilian police units are now normally part of a multidimensional response involving political, electoral, humanitarian, human rights, and other elements. This has resulted in increasing interaction between the military, civilian police and various civilian elements in areas not directly related to security. Individual military observers, military liaison officers, and civilian police have always performed a key role in liaising with development and humanitarian organisations to coordinate activities and exchange information. These tasks continue to be important to overall mission effectiveness. However, the resources and capabilities unique to formed units allow for a broader range of interaction in the non-security area, including:

- a. Use of military and civilian police resources to provide, support, or complement the provision of emergency humanitarian relief;
- b. Military and civilian police participation in reconstruction and rehabilitation projects as part of the overall development effort.

2. Where needed, properly resourced and effectively coordinated, such a use of military and civilian police capabilities can play a role in meeting UN objectives. However, neither the military and civilian police nor the humanitarian and development communities are homogenous. Military and civilian police contingents vary in capability, doctrine, procedures, and understanding of humanitarian and development issues. The humanitarian and development communities vary widely in mandate, outlook, degree of integration into the humanitarian coordination system, and in approach to dealing with the military and civilian police. The present policy was developed by DPKO in consultation with other partners, such as OCHA, primarily to facilitate coordination with these communities in the context of UN peacekeeping operations.

3. This document should be read in conjunction with the Note of the Secretary-General "Guidance on the relations between Representatives of the Secretary-General, Resident Coordinators and Humanitarian Coordinators" dated 11 December 2000. A copy of this document is attached at Annex I.

Scope and Purpose

4. Overall coordination of activity in a UN peacekeeping mission is a core responsibility of the Head of Mission. This document provides DPKO policy on

particular issues related to Civil-Military¹ Coordination in UN peacekeeping operations. The policy defines the term Civil-Military Coordination, outlines principles for the conduct of the coordination, describes a training system to support effective coordination, and assigns responsibilities.

5. The purpose of coordination is to ensure that the military and civilian police components can concentrate on their primary task of security but, where needed, can contribute in the most effective manner to non-security tasks, specifically those related to humanitarian and development activities.

6. The policy covers coordination of military and civilian police capability for non-security tasks in the following situations:

- a. Coordination within a peacekeeping mission that includes humanitarian and/or development components.
- b. Coordination between the peacekeeping mission and the United Nations Country Team² where it is external to the peacekeeping mission.
- c. Coordination between the peacekeeping mission and other international organizations, such as bilateral agencies, non-governmental organizations (NGOs), as well as other external actors, such as local authorities, the local population and non-UN international military.

Definition

7. For some time the term "Civil-Military Coordination" has been used in UN peacekeeping operations, by national militaries, and by the humanitarian community, among others. There are differing interpretations as to what the term means. A common theme, however, is that it refers to concepts and mechanisms for interaction between military and civilian elements deployed in the field, particularly those from the humanitarian and development communities.

8. Given the nature of this interaction there is a clear need for mutual understanding of terms and concepts. The following definition is to be used in UN peacekeeping operations:

UN Civil-Military Coordination is the system of interaction, involving exchange of information, negotiation, de-confliction, mutual support, and planning at all levels

¹ For the purposes of DPKO policy the term "Civil-Military Coordination", includes civilian police.

² The UN Country Team is composed of the resident heads of the Funds, Programmes, and Specialized Agencies of the UN in a particular country. The Resident Coordinator (RC) is the UN Secretary General's designated representative for development cooperation at the country level and is the leader of the UN Country Team.

between military elements³ and humanitarian organizations, development organizations, or the local civilian population, to achieve respective objectives.

Principles and Considerations for Civil-Military Coordination

Complementarity and Avoidance of Duplication

9. *The United Nations normally uses military or civilian police capability only in situations directly related to peace and security, either through observation and reporting the situation, or actually providing security. Normally all other tasks, such as those related to emergency humanitarian relief and development activity, are performed by civilians. Where UN military and civilian police capabilities are authorized by the Head of Mission to perform non-security tasks the following principles apply:*

- a. All activities are to be consistent with the mandate of the peacekeeping mission;
- b. Non-security related tasks can only be undertaken if they do not interfere or compromise security related tasks;
- c. All non-security related tasks must be coordinated fully within the mission, with the UN Country Team and with the larger humanitarian/development community, depending on the context.

10. At the same time, peacekeeping personnel should be mindful that humanitarian agencies have agreed at the strategic level⁴ that they will normally only request or accept support from military or civilian police elements based on the following:

- a. the capability required must be unique,
- b. the capability cannot be provided in a timely manner by civilians, and
- c. use of military and civilian police is a last resort.

Civilian Task - Civilian Led Coordination – Normal Command and Control

11. *Within the UN system the Humanitarian Coordinator (HC) is responsible for planning and coordination of humanitarian operations and the Resident Coordinator (RC) is responsible for planning and coordination of development operations. In many cases the same individual will fill these appointments. Coordination does not imply any change in relation to command. Military and civilian police assets serving with UN peacekeeping operations will remain under their established command and control status.*

³ For DPKO purposes this includes civilian police

⁴ Humanitarian Inter-Agency Standing Committee (IASC)

Similarly, the lines of authority applying to humanitarian/development coordination within the United Nations system and between the UN and external actors must be fully observed.

Mutual Understanding and Flexibility

12. UN agencies and programmes have agreed on certain key principles for the delivery of emergency humanitarian assistance. These are humanity, neutrality, and impartiality. In addition, the International Red Cross and Red Crescent Movement have developed a code of conduct for themselves and Non Governmental Organisations (NGO) for use in disaster relief. Many NGOs have adopted this code of conduct. Military and civilian police elements deployed by the United Nations must develop an understanding of these humanitarian principles and avoid compromising the operations of the humanitarian community that are undertaken on the basis of these principles. DPKO seeks to foster such understanding through peacekeeping training and education material and instruction.

13. At the same time, it is understood that activities of the humanitarian/development community do not occur in a vacuum, and that actions they take can have an impact on various components of a UN peacekeeping operation. Mutual recognition of this interdependence in the field is important to the successful conduct of international activities.

14. Mutual understanding provides a sound basis for a flexible approach to complex issues and the, often unique, situations experienced in each mission.

Coordination at All Levels

15. To ensure all issues are given adequate attention and to facilitate timely direction, coordination should take place at the highest possible level. The Special Representative of the Secretary-General (SRSG) has responsibility for overall mission coordination. For the particular area covered by this policy, which often demands coordination with entities that can be internal or external to the peacekeeping mission, an integrated civil-military staff team, with civilian lead, will normally be dedicated to the issue. The SRSG is also responsible for providing the impetus for a coordinated and coherent approach by all the UN components in the country. The team responsible for civil-military coordination will be part of the SRSG's staff tasked with overall mission coordination. Specific detail of coordination between an SRSG and a RC/HC is at Annex I.

16. If a mission is divided into geographic sectors, the UN official appointed to take charge of a sector is responsible for coordination within the area assigned. Civil-Military Coordination follows this principle.

Resources and Reporting

17. *Coordination does not imply any change in control over mission resources.* In many instances peacekeeping mission budgets will not cover use of resources in support

of activities that are not included as specific tasks in the mission Mandate. In particular, military and civilian police contingents are structured, and Member States are reimbursed by the UN, based on the operational requirement for the tasks they will perform as part of the Mandate. In addition, military and civilian police personnel are often provided by Member States for very specific tasks, normally directly related only to peace and security. Despite this, many national contingents will use national resources to carry out humanitarian and development tasks. This can affect the overall UN approach in these areas and all effort must be coordinated.

18. If the mission budget does not cover a task, funding may be voluntarily provided by external sources. Normally this would be through a trust fund established for this purpose.

19. It is the responsibility of the UN official charged with mission finance management, normally the Chief Administrative Officer, to provide advice and fully support the objectives of the Head of Mission in providing relevant submissions to the Controller at UN Headquarters. If there is an operational requirement, and funding for humanitarian assistance and development related activity is included in the mission budget, DPKO and the Mission HQ will coordinate funding and tasking issues closely within the United Nations system to ensure there is no duplication or waste.

20. The Head of Mission (normally an SRSG) must approve the use of military or civilian police capability for non-security related tasks. In some cases the Head of Mission will need to seek approval from troop and police contributing countries through DPKO. The Mission's Chief Administrative Officer will also be closely consulted.

21. The only exception to the requirement for prior approval of the type of activity covered by this policy is provision of immediate assistance in extreme situations to prevent loss of life, serious injury or significant loss of property. In these cases all assistance must be reported to the Mission HQ as soon as possible.

Training

22. The focal point for Civil-Military Coordination advice, policy, guidelines and training within the UN humanitarian community is the Military and Civil Defence Unit (MCDU) within the UN Office for the Coordination of Humanitarian Affairs (OCHA). The training requirement for UN peacekeeping operations, both in terms of content and who will be trained, will be determined by DPKO. The responsible unit within DPKO for military and civilian police training issues is the Training and Evaluation Service (TES) within the Military Division. TES carries out this task in close consultation with the Civilian Police Division. The Personnel Management Support Service (PMSS) within DPKO's Office of Mission Support is responsible for training of civilian staff in the field. All civilian staff training is incorporated into an overall DPKO training plan.

23. Civil-Military Coordination training is delivered through a mix of direct training by the UN and by Member States, normally using UN training packages. MCDU coordinates the actual delivery of specialised Civil-Military Coordination training. At the

lowest level it is delivered by Member States using a Standardised Generic Training Module. For peacekeeping operations it is delivered at four levels:

- a. **On Call Mission HQ Civil-Military Coordination Staff.** Subject to availability of training spaces, civilian, military and civilian police Civil-Military Coordination staff placed on the Mission HQ On Call List will complete the OCHA conducted Civil-Military Coordination Basic and Staff Officer Courses, preferably on joining the List, but certainly prior to deployment. This training will be funded by normal UN staff development funds or funds available for rapid deployment.
- b. **Civilian Civil-Military Coordination Staff.** Subject to availability of training spaces, civilian staff to be deployed to established field missions in Civil-Military Coordination positions will complete the OCHA Civil-Military Coordination Basic and Staff Officer Courses prior to taking up their posts. Funding for this training will be provided by normal UN staff development funds or mission budgets.
- c. **Mission and Sector HQ Military and Civilian Police Civil-Military Coordination Staff.** These will be military and civilian police officers provided by Member States to established peacekeeping missions in the same manner as other military and civilian police staff officers. Subject to availability of training spaces, prior to deployment they will complete an OCHA Civil-Military Coordination Basic Course. Again, subject to availability of training spaces and if they are identified in sufficient time, they will also complete the OCHA Civil-Military Coordination Staff Officer Course. Funding for this training will be provided by mission budgets.
- d. **Unit Level Civil-Military Coordination Staff Officers.** Formed unit level Civil-Military Coordination staff officers will complete nationally conducted Standardized Generic Training Modules on Civil-Military Coordination and Humanitarian Assistance immediately prior to deployment. These modules, which are developed by DPKO with advice from MCDU OCHA, are available from TES within the Military Division of DPKO.

Validation and Best Practice

24. Like all peacekeeping activities, the Peacekeeping Best Practice Unit (PBPU) of DPKO will act as a focal point for best practice on the issue covered by this policy. This will inform improvements to the policy and development of detailed practices and procedures.

Responsibility for DPKO Policy

25. Overall responsibility for DPKO Policy on Civil-Military Coordination rests with the Under-Secretary-General for Peacekeeping Operations. Responsibility for drafting and maintaining the policy rests with the Military Division, which will consult fully with all DPKO units concerned.

Annex I:

Note of the Secretary-General Guidance on the relations between Representatives of the Secretary-General, Resident Coordinators and Humanitarian Coordinators dated 11 December 2000

NOTE FROM THE SECRETARY-GENERAL

**Guidance on the relations between
Representatives of the Secretary-General,
Resident Coordinators and Humanitarian Coordinators**

In my directive to Special Representatives of the Secretary-General, dated 31 August 1998, it had been indicated that further guidance would be provided on the appropriate relations to be maintained in the field between Representatives of the Secretary-General, Resident Coordinators and Humanitarian Coordinators.

Since that time, extensive consultations have taken place between DPA, DPKO, UNDP and OCHA, with a view to defining clearly what is expected in these relations. These consultations have been enriched, most recently, by the work of the panel on Peace Operations.

The attached note of guidance was submitted to me by the Chairpersons of the Executive Committee for Peace and Security, the Executive Committee for Humanitarian Affairs and the United Nations Development Group and I wholeheartedly endorse it.

I attach great importance to our efforts to enhance the effectiveness of the United Nations work in the field and I am confident that you will ensure that this guidance is implemented expeditiously in your respective areas of responsibility.



Kofi A. Annan
11 December 2000

Note of guidance on relations between Representatives of the Secretary-General, Resident Coordinators and Humanitarian Coordinators

1. This guidance applies in all situations in which the Secretary-General appoints a Special Representative of the Secretary-General (SRSG), Representative of the Secretary-General (RSG), or other representative or envoy, for a country in which a Resident Coordinator (RC) and/or Humanitarian Coordinator (HC) are also in post. Part A (paragraphs 2-15) covers all situations in which the SRSG/RSG is resident in the country. Part A (i) (paragraphs 9-12) gives special guidance on situations in which the UN forms an interim administration or deploys a multidimensional peace mission to implement a comprehensive peace agreement. Part A (ii) (paragraphs 13-15) covers all other situations in which the SRSG/RSG is resident. Part B relates to situations in which the Secretary-General's representative or envoy is non-resident.

A. Relations between resident Special Representatives/ Representatives of the Secretary General and Resident Coordinators and/or Humanitarian Coordinators

2. The SRSG/RSG has the authority and the responsibility to establish the political framework for, and provide overarching leadership to, the UN team in country, within the parameters of the mandate established by the relevant resolution of the Security Council or the General Assembly.
3. The SRSG/RSG should establish and regularly convene a meeting of all UN entities in the mission area to ensure maximum coherence between all dimensions of the UN presence, as well as a consistent public profile.
4. Within the context of the agreed coherent approach in-country, the RC¹ is responsible for the planning and coordination of UN development operations, will maintain links with governments and other development partners for this purpose, will keep the SRSG/RSG informed, and will represent the UN country team at donor conferences, except on those occasions where the Secretary-General has decided that the SRSG/RSG should represent the United Nations.
5. Similarly, the Humanitarian Coordinator (HC) is responsible for the planning and coordination of humanitarian operations and will maintain links with the government (and other parties to the conflict) for this purpose.

¹ RC and HC functions are frequently vested in the same individual. The arrangements described in this guidance apply in all situations.

6. Information-sharing among the SRSG/RSG and the RC/HC is essential, including with regard to the flow of information between the field and Headquarters. Major policy reports should be prepared after consultations among them.
7. When a new peace mission is being considered, the lead department at Headquarters will establish an Integrated Mission Task Force (IMTF) or Joint Working Group (JWG) to ensure an integrated approach to the planning and conduct of the operation, including consistent policy guidance. At the outset, the task force² will ensure consistency between the terms of reference of the SRSG/RSG and the RC/HC. The Chair of the task force will ensure coordinated and coherent policy guidance to the mission and a free flow of information between the task force and the mission.
8. The SRSG/RSG and the RC/HC should resolve policy differences at the field level. Where this is not possible, the issue will be brought to the headquarters task force for resolution.

(i) Special Arrangements governing situations in which the UN establishes an interim administration or deploys a multidimensional peace mission to implement a comprehensive peace agreement

9. The SRSG/RSG will be responsible for giving political guidance to the overall UN presence as well as providing the impetus for a coordinated and coherent approach by all the UN components in the country. Policy guidance related to the objectives of the mission will be channeled to the SRSG/RSG through the Chair of the headquarters task force.
10. The SRSG/RSG, as head of the UN mission, will chair a senior management team in country.
11. The RC/HC will, whenever feasible, serve as Deputy Special Representative/ Representative of the Secretary General, on the basis of a decision at UN Headquarters.
12. The RC/HC will copy all policy communications with the UNDP Administrator and the Emergency Relief Coordinator (ERC) respectively to the SRSG/RSG. The SRSG/RSG will, in turn, copy all relevant substantive communications with Headquarters to the RC/HC.

²In this text, "task force" is used to mean IMTF or JWG or any other Headquarters-based group designed to provide support to the field.

(ii) Special Arrangements governing other situations in which there is a UN peace mission

13. The SRSG RSG will be responsible for giving political guidance to the overall UN presence as well as providing the impetus for a coordinated and coherent approach by all the UN components in the country. The RC/HC will be responsible for the coordination of development and humanitarian operations.
14. The SRSG RSG will chair a regular inter-agency meeting at which the political, humanitarian, human rights and development situations will be reviewed.
15. The SRSG RSG and the RC HC will copy all relevant substantive communications to one another as necessary.

B. Situations in which the Secretary General's representative or envoy is non-resident

16. The RC HC will brief the Secretary General's representative on major developments and the operational work of the UN in the country.
17. The Secretary General's representative will consult the RC/HC and the country team and keep them abreast of his/her activities.
18. The Secretary General's representative will provide guidance on the political context to the RC/HC and the country team.
19. In order to ensure an integrated approach to the planning and conduct of the activities, including consistent policy guidance to the country team and the Secretary General's representative, a Headquarters task force will be established. The Chair of the task force will be determined on a case-by-case basis.

30 October 2000