



## Policy

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# Civil-Military Coordination in UN Integrated Peacekeeping Missions (UN-CIMIC)

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## **DPKO/DFS POLICY ON Civil-Military-Coordination in Peacekeeping Missions**

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### **ANNEXURES**

- Annex 1. Civil-Military Relationship in Complex Emergencies – An IASC Reference Paper, IASC, 28 June 2004
  - Annex 2. Generic Job Profiles Civil Military Coordination Officers (UN-CIMIC)
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### **A. PURPOSE**

1. This policy provides guidance to military staff and contingents in United Nations Peacekeeping Operations on the role of UN-CIMIC in the operational and tactical coordination between the UN military and civilian partners, among them the civilian components of UN field missions, UN Police, UN agencies, funds and programmes, host national government, non-governmental organizations, and grass-roots organizations. Such coordination encompasses activities undertaken and/or facilitated by military components of UN missions across the full spectrum of UN peacekeeping operations. In a UN peacekeeping context, this coordination is called “UN-CIMIC” which is a military staff function that contributes to facilitating the interface between the military and civilian components of an integrated mission, as well as with the humanitarian and development actors in the mission area, in order to support UN mission objectives. UN Civil-Military Coordination<sup>1</sup> (UN-CMCoord) on the other hand refers to the humanitarian civil-military coordination function that provides the necessary interface between humanitarian and military actors to protect and promote the humanitarian principles and achieve the humanitarian objectives in complex emergencies and natural disaster situations.<sup>2</sup>

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<sup>1</sup> See Inter Agency Standing Committee definition of UN-CMCoord in Section E.

<sup>2</sup> The present UN-CIMIC Policy lays out the military approach to civil-military coordination and may be revised in light of forthcoming guidance on the overall principles that should govern the relations of UN military, police and civilian components.

2. In addition to explaining the core principles and tasks of the UN-CIMIC officers, this document provides guidance on UN-CIMIC and liaison structures that should be in place within the military component in order to implement those core functions.
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## **B. SCOPE**

3. This policy is binding to commanders and staff of the military force performing peace support operations in United Nations peacekeeping missions; particularly directing staff designated to perform civil-military coordination. This policy is also relevant for the Mission Leadership Team (MLT) in peacekeeping missions, especially the Special Representative of the Secretary-General (SRSGs)/Heads of Mission (HOMs), the Heads of Military and Police Components, the Directors of Mission Support/Chiefs of Mission Support (DMS/CMS), and mission planners at HQ and in the field. Many of the provisions from this policy can be applied to traditional missions where they may not be structurally integrated, but where coordination with other civilian partners, including UN partners may be necessary.
4. This policy complements, and should be read in conjunction with, a number of documents on civil-military relations, planning, operations management and analysis as listed in Section F and in particular the overall guidance package for the Integrated Mission Planning Process (IMPP), which governs strategic planning and operational coordination and collaboration for peacekeeping and special political missions co-deployed with UN Country Teams.<sup>3</sup> This policy also acknowledges the breadth and depth of interactions between military and civilian actors at all levels in a peacekeeping context.
5. This policy does not apply to military elements that operate outside the UN command and control. However, it may provide useful guidance for some missions which are deployed along side non-UN military partners, in developing local coordination arrangements with them. Furthermore, while personnel in the UN peacekeeping missions are intended to be the primary audience of this document, other UN partners may find this policy useful in enhancing their understanding of UN-CIMIC where a UN peacekeeping operation is deployed.

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## **C. RATIONALE**

6. Considerable effort has been made in developing policy and procedures for interaction between military and humanitarian actors in cases of natural disasters and complex emergencies. There are currently two existing paradigms in this respect. The first, termed UN-CMCoord by the Inter-Agency Standing Committee (IASC) is an operating concept developed by the humanitarian community to govern their working relationship with military actors. The non-UN military community (e.g., NATO, EU) has developed a concept termed CIMIC with the objective of engaging civilian actors in order to achieve the military commander's intent. These concepts and terminologies have been applied in an ad-hoc and uncoordinated manner in the context of UN peacekeeping operations.

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<sup>3</sup> The IMPP guidelines are currently obligatory for the following UN field presences (both Missions and UN Country Teams): Burundi, Chad, Cote d'Ivoire, DRC, Liberia, Sudan, Afghanistan, Timor-Leste, Kosovo, Haiti, Iraq, Israel/oPt, Lebanon, Nepal, Central African Republic, Guinea Bissau, Sierra Leone, Somalia.

Additionally, the different terminologies and functions of CIMIC and UN-CMCoord have resulted in confusion and at times have hindered efficient and effective implementation of mission mandates. UN-CMCoord and CIMIC have their own custodians, and they define Civil-Military interaction in a narrower context than that which is present in a multi-dimensional UN peacekeeping operation. Civil-Military Coordination in the context of a United Nations peacekeeping operation should be conducted in support of the wider peace process and not solely in support of the military commander's intent or humanitarian objectives. The role of the police in these coordination frameworks has been largely absent.<sup>4</sup>

7. This document does not intend to introduce a new concept with respect to coordination between civilian and military actors in the mission area. It is designed to frame the coordination between these actors within the UN context and is written for the UN-CIMIC officers to be the custodians of this document.

### ***Changes since the issuance of the 2002 DPKO Policy on Civil-Military Coordination***

8. USG DPKO issued a policy on civil-military coordination on 9 September 2002. Since then, several policy positions have emerged and lessons captured from the field, requiring a revision in this policy. Some of the policy changes include:
  - IASC Reference Paper (28 June 2004) (refer to section F)
  - United Nations Humanitarian Civil-Military Coordination Concept, OCHA (22 March 2005)
  - Report of the Office of Internal Oversight Services on the review of military involvement in civil assistance in peacekeeping operations (13 December 2005).
  - MCDA Guidelines, March 2003, Rev. 1 (January 2006) (refer to section F)
  - SG's Note of Guidance on Integrated Mission (January 2006)
  - UN system-wide IMPP Guidelines: UN Strategic Assessment (June 2009), Role of the Headquarters: Integrated Planning for UN Field Presences (June 2009), Role of the Field: Integrated Planning for UN Field Presences (January 2010).
  - DPKO/DFS Policy and Guidelines on Joint Mission Analysis Centres (February 2010)
  - DPKO/DFS Policy and Guidelines on Joint Operations Centres (February 2010)
  - Revised Oslo Guidelines (November 2007) (refer to section F)
  - DPKO / DFS Policy Directive on Civil Affairs (April 2008)
  - DPKO/DFS Policy Directive and Guidelines on Quick Impact Projects (February 2007 and March 2009)
  - SC Resolutions 1674 and 1894 on protection of civilians in armed conflict
  - SC Resolutions 1325, 1820, 1888, and 1889 on women, peace, and security, with emphasis on the role of peacekeepers in the protection of women and children from sexual violence.
  - Security Council Resolutions 1612 and 1882 on children and armed conflict.
  - ST/SGB 2003/13 on Special measures for protection from sexual exploitation and sexual abuse.

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<sup>4</sup> Pending the development of specific guidance on the UN Police approach to civil-military coordination, provisions on these relations are currently being incorporated into other UN Police guidance documents, such as the revised Policy on Formed Police Units (Ref. 2009.32, 1 March 2010).

## **D. POLICY**

### ***D.1 Core Principles and Tasks of UN-CIMIC***

9. UN missions can be mandated to deliver a wide range of functions, including support to the peace process, facilitation of humanitarian and development assistance, election assistance, human rights monitoring, protection of civilians (PoC), disarmament, demobilization, repatriation, reinsertion, and reintegration (DDRRR) and security sector reform (SSR) under a single over-arching management arrangement, i.e. under the authority of a HOM. There is realization that these issues need to be addressed in order to bring stability to countries in conflict. While many of the above mandated tasks fall mainly under the responsibility of the civilian component of the mission, UN Police, UN agencies, and other civilian entities, the effectiveness of such delivery is affected by how UN PKO forces are able to provide security and ensure stability.
10. Delivery of a secure environment is primarily a military function, while support to the political process and long-term social stability (including through delivery of rule of law, governance, humanitarian assistance and development) are primarily civilian functions. The Special Representative of the Secretary-General (SRSG) is responsible for overseeing the operations of the entire mission in support of the peace process. The Head of Military Component (HOMC) is responsible for the planning, coordination, and execution of military operations, whereas the UN official responsible for coordinating humanitarian and development activity is the Deputy Special Representative of the Secretary-General/Resident Coordinator/Humanitarian Coordinator (DSRSG/RC/HC). Political, governance and rule of law activities are typically the responsibility of the other Deputy Special Representative of the Secretary-General (DSRSG). At the local level, liaison with local authorities and the population is carried out by the Head of the Field Office.

#### ***D.1.1 Core Principles of UN-CIMIC***

11. In such an operating environment, the military actors, while taking a lead role in providing security, have taken on more support roles to civilian led mandated tasks, including those assigned to UN Police. As such, it is important that they have a solid understanding of the civilian effort, of the broader strategic, political and social context within which it takes place, and of ways in which the military can make a constructive contribution. Within this context, the military component within UN peacekeeping operations undertake UN-CIMIC for two reasons – first, to support management of the operational and tactical interaction between military and civilian actors in all phases of peacekeeping operation; and second, to support creating an enabling environment for the implementation of the mission mandate by maximizing the comparative advantage of all actors operating in the mission area.
12. The operational and tactical coordination by UN-CIMIC officers with the police and civilian components should be in support of the mission objectives. As such, the liaison and information-sharing activities undertaken by the UN-CIMIC officers and mission components shall contribute to achieving a mandate driven common end state (unity of effort). Similarly, coordination between UN-CIMIC and the UN development and humanitarian organizations, and the broader community shall be conducted in accordance with their respective principles, including UN-CMCoord which is intended

to protect and promote humanitarian principles and preserve *humanitarian space*<sup>5</sup> in support of the broader humanitarian community. Details are highlighted in section D3.

13. Planning and implementation of UN-CIMIC activities in every mission shall seek to synergize and maximize the comparative strengths inherent to military, police and civilian contributors in order to minimize duplication of efforts and enable the efficient and effective use of resources.
14. The essential aim of UN-CIMIC is to maximize and *exploit opportunities* to create enabling conditions for civilian organizations and partners, especially the host nation government, to allow the peace process to unfold, and contribute to achieving the mission objectives. Guided by existing standards such as the Oslo Guidelines, UN-CIMIC activities should provide indirect assistance<sup>6</sup> with a focus to exploit advantages that may serve as a “multiplier” to civilian efforts to improve local capacity and confidence rather than direct assistance designed to “win hearts and minds”. Small scale projects utilizing small numbers of soldiers can yield inherent comparative military advantages including general physical security, information collection and analysis, planning and coordination, training and outreach, logistics, and special capabilities such as deployment of female military personnel.

#### D.1.2 Core Tasks of UN-CIMIC

15. Civil-Military Liaison and Information Sharing: This function shall be implemented by the UN-CIMIC officers to provide support in the management of civil-military interaction with the aim of assisting the HOMC’s efforts to implement the overall mission mandate. To facilitate the implementation of this function, the following should guide the UN-CIMIC officers:
  - They may act as the first point of entry to the military component of the mission for police and civilian partners, if no relation has been established previously.
  - They should ensure that their military components are aware of benefits and sensitivities when working with police and civilian partners, especially with the humanitarian actors (UN-CMCoord) based on their knowledge and training on key principles in interacting with these partners.
  - UN-CIMIC interaction with the police and civilian partners should be based on an agreed appropriate framework/process that would ensure the transparent flow of information, taking into consideration the confidentiality and care in handling sensitive information. In most cases, this collaboration will take place through integrated field coordination structures and will be formalized in the Mission-UNCT integrated strategic framework (ISF).<sup>7</sup>
16. Civil Assistance: Civil Assistance is a support function that includes two types of related activities undertaken by the military component of a UN integrated mission. These activities are to be undertaken as appropriate and within mission capabilities:
  - Provide support to ensure a coordinated mission response to requests for assistance from humanitarian and development actors, and

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<sup>5</sup> See Section E.

<sup>6</sup> See revised Oslo Guidelines, Section F.

<sup>7</sup> See also IMPP Guidelines: Role of the Field: Integrated Planning for UN Field Presences. January 2010.

- Facilitate the interaction between the Mission and the local civilian population and authorities, in relation to Community Support Projects undertaken by the military components. Community Support Projects are often related to physical infrastructure repair/rehabilitation projects that could be requested by any civilian organization or entity through appropriate mission coordination structures, or proposed by the military component through the appropriate civil-military process.

Both types of activity could be implemented as Quick Impact Projects (QIPs) which are small-scale, rapidly-implementable projects, of benefit to the population. These projects are funded through the mission budget and are used by UN peacekeeping operations to establish and build confidence in the mission, its mandate, and the peace process, thereby improving the environment for effective mandate implementation.

## **D.2 UN CIMIC Staff and Liaison Structures**

### *D.2.1 Military Component Structures and Contribution to Integrated Mission HQ Structures*

17. The staff function within the military component that deals with the interaction between the military and the police and civilian actors, including local populations, shall be titled "UN-CIMIC". The UN-CIMIC staff structure provides the primary portal to the military component for humanitarian and development actors, as well as the local civilian population. The UN-CIMIC structure can also provide a key link to the civilian components of a mission and other civilian partners for other military staff. It augments, but does not replace, appropriate established civil-military interaction structures, for example as part of the intelligence, plans, current operations, and logistics functions.
18. Officers performing this function will be entitled "UN-CIMIC Officers". The HOMC should designate a Chief UN-CIMIC Officer in the Force Headquarters as the force staff focal point for operational level UN-CIMIC in accordance with the terms of reference at Annex 2. Sector and unit commanders may likewise designate a sector UN-CIMIC Officer and unit UN-CIMIC officer for oversight of tactical UN CIMIC along similar lines.
19. The Chief of UN-CIMIC reports to commanding officers under the HOMC. He or she contributes to representing the peacekeeping force to key mission civilian staff under the SRSG/DSRSG structure for the planning and coordination of delivery of rule of law, governance, humanitarian assistance and development, to include UN-CMCOORD officers, Civil Affairs, UNPOL, etc. This may include participation of the Chief of UN-CIMIC in joint planning and coordination frameworks and processes, such as QIP review boards and the development and implementation of integrated strategic frameworks (ISFs) for peace consolidation. This role of UN-CIMIC does not exclude others with specialized roles and responsibilities from participating as well, e.g. plans in planning, logistic in logistics, and situational awareness (intelligence) in JMAC, etc.
20. The HOMC may also task the Chief UN-CIMIC Officer at the Force Headquarters to develop a mission-specific standard operating procedure (SOP). The UN-CIMIC SOPs should contain chapters on:
  - Mission UN-CIMIC Structure (Organization)
  - Terms of Reference of UN-CIMIC staff
  - Liaison Functions and Matrix
  - Civil-Military Information Management and record-keeping

- Support to Humanitarian Operations
  - Support to the Community
  - UN-CIMIC Project Management
  - UN-CIMIC and Public Information
  - Training and Education, best practices and lessons learned
  - Briefings and Assessments
21. Where national contingents appoint personnel as the primary focal point for civilian actors, these personnel will also be considered part of the UN-CIMIC structure for coordination and information sharing purposes.
22. Beyond UN-CMCoord officers, one of the key civilian counterparts to UN-CIMIC officers at both operational and tactical levels are UN Civil Affairs Officers, due to their central role in mission coordination and numerous mission initiatives, their representation of the SRSG and/or HC/RC, and the potential co-multiplier effects of UN-CIMIC and Civil Affairs cooperation and coordination. These officers should establish ongoing liaison, as appropriate, and become familiar with their respective mandates and roles in order to identify and exploit opportunities for civil-military synergies.
23. The UN Police are also an essential civilian counterpart with regard to issues of public safety and public order management. Their cooperation and respective responsibilities in the area of public order management will be guided by the DPKO/DFS Policy on Authority, Command and Control.

#### *D.2.2 Humanitarian Liaison Structures*

24. DPKO/DFS welcome deployment to peacekeeping area of operations by the UN Office for the Coordination of Humanitarian Affairs (OCHA) of UN Humanitarian Civil-Military Coordination Officers (UN-CMCoord) whose main function, among others, is to facilitate the interface between the humanitarian and military communities as a cross-cutting service for the Cluster System and the broader humanitarian community. Complementary to UN-CIMIC officers, these civilian officers may be budgeted as part of the integrated mission budget, but placed in the humanitarian staff structure under the DSRSG/HC/RC. Generic Terms of Reference for UN-CMCoord Officers are attached as Annex 3.
25. DPKO/DFS also welcome the deployment of liaison officers from other humanitarian entities to the area where a peacekeeping operation is deployed. Individual UN humanitarian agencies, e.g., the UN High Commissioner for Refugees (UNHCR) and the UN World Food Programme (WFP), may deploy Military Liaison Officers (MLOs) to support their own interaction with the military. The UN humanitarian Joint Logistics Centre (UNJLC) a component of Logistics Cluster may also deploy Civil Military Logistics (CMLog) Officers that would focus on dealing with military counterparts in the area of logistics, similar to the JLOC. The UN-CIMIC officers should also interface with these military officers with different UN agencies.

#### *D.2.3 Co-location*

26. Where appropriate, feasible and agreeable by both the humanitarian and military actors, UN-CMCoord and UN-CIMIC officers may be physically collocated as part of a mission “integrated” approach in order to enhance mission coordination and its interface with the humanitarian community. If this is not deemed appropriate or

possible (e.g., as a result of concerns in the humanitarian community on neutrality and independence of humanitarian action), one or more UN-CIMIC liaison officers may be located in the DSRSG/HC/RC office. This would be the preferred option in cases where no UN-CMCoord officers are deployed. Collocation options either in the DSRSG/HC/RC office, HOMC, and joint staff are utilized depending on the needs and mission sensitivities, and do not change respective reporting channels.

### ***D.3 Planning and Information Sharing***

27. Information sharing between UN-CIMIC and the police and civilian components of the mission: This activity shall be done within the existing coordination structures in the mission:

27.1 Across the full spectrum of peacekeeping operations, coordination between military, police and civilian actors is an integral interaction in every mission. There are existing structures developed to facilitate mission coordination, liaison, and information-sharing with a view to achieving mission objectives. Such structures at the mission HQ level may include: the Strategic Policy Group (Mission and UNCT), Integrated Strategy and Planning Team (Mission and UNCT),<sup>8</sup> Senior Management Group (SMG); the (JOC); the (JMAC); and the (JLOC). The expertise from UN-CIMIC officers provides the greatest utility where they can meaningfully contribute to liaison and information exchange between the military and civilian actors, which would be expected to contribute to enhancing the opportunities to advance the mission's mandate and to avoid situations where the lack of coordination/cooperation between these actors may compromise the successful implementation of the mandate.

27.2 At the local level, civilian liaison and information gathering is carried out by various components under the leadership of the Head of the Field Office. UN-CIMIC officers at the local level can provide a very useful force multiplier effect in support of this work, and close cooperation is needed between UN-CIMIC officers, police and civilian partners to ensure unity of effort and consistency of approach. Civil Affairs Officers are mandated to ensure consistency of mission effort at the local level, and as such can provide advice to UN-CIMIC officers on the overall strategic, political and social context of mandate implementation, as well as key messages to focus on in dealing with local interlocutors and key information gathering needs.

28. Information sharing between UN-CIMIC and humanitarian and development actors:

28.1 While respecting and maintaining humanitarian principles, to maximize opportunities for mission synergy and mitigate operational friction, the DSRSG/RC/HC should ensure arrangements are put in place to share with the military component appropriate details of humanitarian and development plans and current operations. This could include prioritization of tasks that may be suitable for completion by the

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<sup>8</sup> The IMPP Guidelines for the Field indicate that integrated field coordination structures between the Mission and the UNCT are required and that military components should be actively engaged at the strategic, coordination, and planning levels. Although the terminology and composition for these fora will vary, the IMPP guidelines suggest that a Strategic Policy Group be formed at the senior level, an Integrated Strategy and Planning Team at the senior working level, and thematic working groups (either standing or ad hoc) exist around key priority areas (e.g. Rule of Law, Protection of Civilians). The minimum standard is for these coordination bodies to exist in Mission HQs, but provincial bodies may also be established.

military component as Civil Assistance, as appropriate and within capabilities. (See Section D4 below regarding approval and coordination by the DSRSG/RC/HC.)

28.2 Outside the area of Civil Assistance (in any event requiring DSRSG/RC/HC approval – see below) if information security permits, the military component, including UN-CIMIC will share all relevant detail of military plans and current operations with police and civilian actors through any joint staff structure available (e.g. JOC, JMAC, or JLOC), UN Military Observers, the UN-CIMIC, or through Civil Affairs officers and/or UN-CMCoord).

29. Mission planning: The following shall be taken into consideration during the stages of mission planning:

29.1 At appropriate stages of mission planning, including assessment missions and mandate review processes, requirements for the military component to support humanitarian and development plans are to be identified. Ideally this should occur as early as possible in the (IMPP).

29.2 According to the IMPP guidelines, the military components are required to contribute to analysis (hot spots analysis, conflict drivers/triggers) through their planning staff to overall mission and the (UNCT) efforts to develop an integrated strategic framework (ISF) for peace consolidation between the mission and the UNCT. Such plans may require the UN-CIMIC officers to support civilian plans toward common peace consolidation aims.

29.3 UN-CIMIC officers should support the inclusion of UN CMCoord principles as part of humanitarian input into integrated mission planning and management, including that provided at UN HQ level, prior to the establishment of a mission.

29.4 UN-CIMIC officers should support the mission's efforts to ensure that military planning consider mechanisms for gender-specific intelligence requirements<sup>9</sup> to identify indicators, patterns, and trends of violence against women and children and human trafficking in order to identify and provide analysis of high risk areas and threats to women's security.

#### **D.4 Approval and Coordination of Civil Assistance Tasks and Activities<sup>10</sup>**

30. As required in the IMPP guidelines for the field, all activities that have a close bearing on the humanitarian and development response shall be approved and coordinated (see Terms and Definitions section below) under integrated coordination structures. For the purposes of this Policy "activities" includes Civil Assistance. This applies regardless of the source of funding or the objective of the activity. The primary aim is to ensure that proposals contribute to an overall strategy and plan to meet the real priority needs of the population, and does not negatively impact on the local population or the activities of the humanitarian and development entities that he/she coordinates. Although extending beyond Civil Assistance, this requirement for approval and

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<sup>9</sup> Data gathering and analysis is key to addressing sexual violence, which requires further guidance to J2 and JMAC.

<sup>10</sup> Refer to SG's Note of Guidance for Integrated Missions

coordination also includes military involvement in disarmament, demobilization and reintegration (DDR) and security sector reform (SSR) programmes.<sup>11</sup>

31. Civil Assistance Coordination and Approval Mechanism: As soon as possible on establishment of a mission, the SRSG is to promulgate the “effective approval and coordination mechanisms” directed at paragraph 12 of the Secretary-General’s Note of Guidance on Integrated Missions, in particular the development of mission specific guidelines and processes necessary for provision of Civil Assistance. Relevant mission components should participate in the development of these processes and guidelines including UN Police, Civil Affairs, Gender Advisers, Human Rights, Quick Impact Project Managers, DMS/CMS, Human Rights, DSRSG/RC/HC, and the Head of Military Component. These guidelines and processes shall be co-signed by the DSRSG/RC/HC and the HOMC, and take into account time sensitive proposals for Civil Assistance in accordance with the DPKO Policy on Quick Impact Projects and applied at the mission HQ and sector levels. Existing missions are to take this action within six months after this Policy has been issued.
32. In addition to relevant mission components, UN-CMCoord officers and liaison officers representing other humanitarian entities, should participate in the mission Civil Assistance coordination mechanisms and provide advice in the process of approval of humanitarian related proposals.
33. Civil Assistance tasks proposed by national military contingents should first be submitted to the UN-CIMIC structure to review and forward for processing in accordance with established mission guidelines.
34. The DPKO/DFS Policy Directive on QIPs specifies that missions shall set and regularly review priorities for geographic and thematic focus, taking into account the unique nature and mandate of the mission, and in line with the overall mission plan and broader strategies for community outreach. UN-CMCoord officers should work with Civil Affairs to ensure that Civil Assistance support activities are consistent with these priorities.
35. Requests for Civil Assistance in support of a humanitarian or development nature should be submitted through the mission approval process and mechanism established by the DSRSG/RC/HC.
36. In order to ensure UN resources are most effectively used, the Director of Mission Support / Chief of Mission Support (DMS/CMS) must also be consulted prior to Civil Assistance tasks being implemented.
37. Natural Disasters: In the case of natural disasters, there may be larger presence of humanitarian actors who may seek support from the mission in undertaking their humanitarian assistance efforts. Consultation and coordination becomes critical under these circumstances. The approval and coordination process in natural disaster situations should follow the civil assistance approval and coordination process highlighted under paragraphs 31-35.
38. Use of Mission Assets: Requests from the humanitarian community for use of mission assets, including in the case of natural disasters, shall be considered through the

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<sup>11</sup> Tasks in the scope of “Security Sector Reform” could be coordinated by the DSRSG. The provision as per Section D.4 will be applied accordingly.

mission approval process and coordination mechanism to advise on whether the request is appropriate or not, and whether they can be resourced within mission capability. The focal point for these requests will be identified by the mission and communicated to its partners.

39. Requests for Security Assistance: Provision of physical security to all mission components is often a mandated task for the military component. These will be prioritised and undertaken as part of the normal operations tasking process. At times elements for the humanitarian community may request specific security assistance, for instance UN military escorts or in extremis security and evacuation. For the humanitarian community, however, specific guidelines have been drafted by OCHA and issued by the IASC on use of security assistance (Use of Military or Armed Escorts for Humanitarian Convoys – Discussion Paper and Non-binding Guidelines, IASC, 14 September 2001 – see References section below). Requests for military security assistance support for and from the humanitarian community that would be covered by these IASC guidelines must be submitted through the Designated Official of the UN peacekeeping missions where they would be considered against extant humanitarian guidance, prioritised and then submitted to the military component. In many cases the Designated Official would have a standard policy in this regard, and the relevant stakeholders can act according to this guidance in consultation with the UN Security Officials.
40. The exception to the requirement for prior approval of Civil Assistance is provision of immediate support 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, through the UN-CIMIC structure, as soon as possible.
41. The UN-CIMIC shall maintain records of Civil Assistance and security assistance requests and tasks. These records are to include: details of the task; if approved, when it was completed; if not approved, why, and when assistance was delivered by other actors. These records are to be maintained by the mission and archived under existing UN arrangements.

#### ***D.5 Coordination between Military Security Activities and Protection of Civilian Efforts***

42. The implementation of the protection of civilians by the mission will be based on a comprehensive mission-wide strategy. The military operational details to protect civilians will be derived from such a strategy and the planning and management of such operations would be undertaken primarily by a military command and operations/plans staff functions. The planning and management of military operations will entail joint planning with other mission components. Within this context, the involvement of trained UN-CIMIC staff, in addition to the police and civilian mission components, may provide the necessary information to the operations/planning staff for the implementation of the protection of civilians mandates and provide the necessary linkage to other protection actors, including with Formed Police Units (FPUs). Additionally, they may also act as a liaison with the police and civilian partners to facilitate the information flow from the military that maybe of relevance for the partners' protection activities.
43. Particular attention should be given by the UN-CIMIC officers to utilizing ways and means to prevent, mitigate, or reduce Sexual and Gender-Based Violence (SGBV) and the protection of civilians and children in accordance with UN Resolutions 1325, 1820, 1888, 1889, and 1674, 1894 and 1612, respectively.

44. Chief UN-CIMIC should appoint a UN-CIMIC focal point to facilitate communication with UN agencies, funds and programmes, NGOs, local partners, and to actively participate in the joint protection framework, where applicable.
45. UN-CIMIC should include national civilian staff officers and translators from the host country, in particular females, to serve as a link between the military component and the local communities, provide the military with the much needed understanding of the local culture, situational awareness, and information at the grassroots level.
46. UN-CIMIC should maximize the use of female military personnel in support of gender initiatives, e.g., leadership mentoring and development for gender mainstreaming in host nation security forces.
47. UN-CIMIC could facilitate the prevention of armed groups' presence in IDP camps by supporting civil assistance initiatives such as constructing water bladders outside of IDP camps in order to reduce IDPs exposure to attacks including sexual violence and maintain the civilian and humanitarian character of the camps.
48. UN-CIMIC could provide support: a) to local security institutions as a measure to build local capacity and public confidence as well as to share good practices; b) to strengthen traditional protection mechanisms and community-based security measures.
49. Hand-over between commanding officers should include the military responsibility to protect civilians and prevent sexual violence. This should be institutionalized in all handover templates to ensure seamless communication and understanding of PoC issues in AOR.
50. UN-CIMIC should also facilitate access by local population to mission premises and to expedite the mission's response to complaints made by local population against mission personnel, where appropriate.
51. With respect to building a protective environment, UN-CIMIC activities in support of DDR/SSR could include: military capacity building assistance and leadership mentoring and development; training of host nation security forces in civil-military coordination; inclusion of host nation security forces, as appropriate, in civil assistance projects; and, support of events and to institutions that promote civil-military dialogue within civil society. Other peace building support activities could include: military support of youth initiatives, vocational training, medical and engineering capacity training commensurate with humanitarian assistance and infrastructure development, etc.

#### **D.6 Command and Control Issues**

52. There is no direct command and control relationship between the military component and the humanitarian and development elements. Issues that cannot be resolved between humanitarian and development partners and UN-CIMIC officers shall be referred to the HOMC for resolution. If this level does not achieve a satisfactory result the issue shall be referred to the SRSG for direction.
53. As relevant, the contents of this Policy shall be reflected in relevant Directives to SRSGs, Guidelines to Troop Contributors, as well as appropriate mission level

documents, such as Standard Operating Procedures and Directives to Heads of components, including HOMC Directives.

54. The requirement to conform to this Policy, in particular the need to submit Civil Assistance proposals for approval and the training requirements are to be included in the TCC Guidelines and the HOMC Directives.

#### **D.7 Training**

55. The concept of UN-CIMIC is optimised only when staff have the right knowledge, skills and attitudes. UN-CIMIC staff should have the following training:
56. The UN-CIMIC officers should complete the UN-CIMIC course available through the UN International Peace Operations Training Center, the OCHA/CMCS UN-CMCoord training, as well as CIMIC courses conducted by peacekeeping training centres that are UN certified. Officers would also benefit from training on the Integrated Missions Planning Process (IMPP) in country, in the region or through UN headquarters. The officers should also be familiar with both, the induction training on Human Rights and Protection for Peacekeepers developed by the Office of the High Commissioner for Human Rights (OHCHR) and computer based international protection induction training provided by UNHCR. More information on training requirements can be found at <http://peacekeepingresourcehub.unlb.org>, or by contacting [peacekeeping-training@un.org](mailto:peacekeeping-training@un.org) and at: <http://opentraining.unesco-ci.org/cgi-bin/page.cgi?g=Detailed/1953.html;d=1>.
57. UN-CIMIC officers should complete the “Pre-Deployment Training Standards” (Core Pre-deployment Training Module and Specialized Training Modules developed by DPKO Integrated Training Service) and additional training material related to civil-military coordination.
58. The above training should ideally take place prior to deployment to a mission. However, where that is not possible Integrated Mission Training Centres (IMTC) could offer or facilitate participation in the required training. In-mission training priorities and assignments will be set out by the HOMC in the annual military training directive and coordinated by the IMTC.
59. DPKO training material and standards are to be updated to reflect this Policy Revision.

#### **D.8 Best Practices and Doctrine**

60. OMA would record, distill and analyze lessons learned and best practices related to UN-CIMIC and distribute relevant studies through the UN peace operations website.
61. This Policy on UN-CIMIC is to be produced as part of wider DPKO doctrine development.

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### **E. TERMS AND DEFINITIONS**

62. **UN Civil Military Coordination** (UN-CIMIC) is a military staff function in UN integrated missions that facilitates the interface between the military and civilian components of

the mission, as well as with the humanitarian, development actors in the mission area, in order to support UN mission objectives.

63. **Civil Assistance is a support function that includes two types of related activities undertaken** by the military component of a UN integrated mission:

63.1 Support to humanitarian and development actors, which is the most common activity undertaken by UN-CIMIC officers in steady state missions; and

63.2 Support to the local civilian population and authorities, or Community Support Projects. Community Support Projects, which are often related to physical infrastructure repair/rehabilitation, are designed to help fill gaps in partner or local capacity that would otherwise risk the loss of public confidence in the peace process. UN-CIMIC ensures these supporting projects take place within joint and collaborative frameworks and processes, e.g., Quick Impact Projects (QIPs).

64. The **Inter-Agency Standing Committee (IASC)** is an international humanitarian coordination body established by the UN General Assembly that has the membership of nine UN Agencies, Funds, Programmes and Offices as well as nine Standing Invitees including the Red Cross Movement and a number of NGO consortia.

65. The IASC uses the term “**UN Humanitarian Civil Military Coordination**” (UN-CMCoord) and defines it as: “The essential dialogue and interaction between civilian and military actors in humanitarian emergencies that is necessary to protect and promote humanitarian principles, avoid competition, minimize inconsistency, and when appropriate pursue common goals. Basic strategies range from coexistence to cooperation. Coordination is a shared responsibility facilitated by liaison and common training.”

66. Civil Affairs components are core civilian components of UN Peacekeeping Missions that facilitate the implementation of peacekeeping mandates at the local level. They also provide early peacebuilding support to the population and authorities by helping to strengthen social and civic conditions that are conducive to the establishment of sustainable peace. Civil Affairs work is conducted through performance of one or more of the following roles: Role One- Cross-mission representation; monitoring and facilitation at the local level; Role two- Confidence building, conflict management and reconciliation; Role three- Support to the restoration and extension of state authority.

67. For NATO Civil-Military Cooperation (**CIMIC**) is “the coordination and cooperation, in support of the mission, between the NATO Commander and civil actors, including national populations and local authorities, national and non-governmental organisations and agencies.” Because it is a NATO term, the term “CIMIC” alone is not to be used by UN missions to describe the staff function and processes that are covered by **UN-CIMIC**.

68. For the purposes of this Policy, “**approval and coordination**” contained in paragraph 12 of the Note from the Secretary-General dated 9 February 2006, means approval that a task be undertaken and provision of monitoring and guidance to ensure that actual implementation of a task remains coherent with and does not adversely impact on humanitarian and development operations.

69. For the purposes of this Policy, “**joint staff**” means staff elements within the integrated mission structure that are outside the reporting lines of a single (e.g. military)

component. Current examples are Joint Mission Analysis Centres (JMAC), Joint Operations Centres (JOC), and Joint Logistics Operations Centers (JLOC).

70. Within the UN humanitarian community, in addition to coordination undertaken by Agencies with clearly mandated tasks (such as UNHCR for refugees); detailed coordination can be exercised through a so-called **Cluster Approach** (although the approach is not implemented across all humanitarian field operations). Clusters cover functional areas such as protection, emergency shelter, health, logistics, emergency telecommunications, nutrition, early recovery, camp management, and water/sanitation. Each cluster has an identified lead. Among other issues, the lead is tasked with ensuring that assistance is delivered against a clear plan that is based on an assessment of humanitarian need. This is important to the military component, as any activity undertaken in an area that would be coordinated by a cluster lead should be consistent with (or at a minimum not detract from) the cluster plan.

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## F. REFERENCES

### Normative or superior references

- The UN Integrated Mission Planning Process guidance package: UN Strategic Assessment, Role of the Field: Integrated Planning for UN Field Presences, Role of the Headquarters: Integrated Planning for UN Field Presences
- General Assembly Resolution 46/182
- Security Council Resolutions 1325, 1820, 1888, 1889, and 1468
- ST/SGB/1999/13 Secretary-General's Bulletin - Observance by United Nations forces of international humanitarian law
- Report of the Office of Internal Oversight Services on the review of military involvement in civil assistance in peacekeeping operations dated 13 December 2005

### Related Policies

- DPKO/ DFS Guidelines Quick Impact Projects (QIPs)
- DPKO/ DFS Civil Affairs Policy
- DPKO Policy and Guidelines on Joint Operations Centres and Joint Mission Analysis Centres dated February 2010.
- DPKO Policy on Authority, Command and Control
- Civil-Military Relationship in Complex Emergencies – An IASC Reference Paper, IASC, 28 June 2004. Available at <http://ochaonline.un.org/cmcs/guidelines>
- United Nations Humanitarian Civil-Military Coordination Concept, OCHA, 22 March 2005. Available at <http://ochaonline.un.org/cmcs/guidelines>
- Use of Military or Armed Escorts for Humanitarian Convoys – Discussion Paper and Non-binding Guidelines, IASC, 14 September 2001. Available at <http://ochaonline.un.org/cmcs/guidelines>
- Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies (“MCDA Guidelines”), OCHA, March 2003. Available at <http://ochaonline.un.org/cmcs/guidelines>
- Guidelines on the Use of Military and Civil Defence Assets in Disaster Relief (“Oslo Guidelines”), UN DHA, May 1994. (Updated 2006) Available at <http://ochaonline.un.org/cmcs/guidelines>

- Humanitarian Negotiations with Armed Groups – A Manual for Practitioners OCHA January 2006. Available at <http://ochaonline.un.org/humanitariannegotiations/Documents/Manual.pdf>
  - Guidelines on Humanitarian Negotiations with Armed Groups – OCHA January 2006. Available at <http://ochaonline.un.org/humanitariannegotiations/Documents/Guidelines.pdf>
  - UNHCR and the Military – Field Guide. UNHCR March 2006
  - Civil-Military Coordination in United Nations and African Peace Operations, Cedric de Coning, ACCORD, Durban, 2007 - <http://www.accord.org.za/publications/books/367-civil-military-coordination-in-un-a-africa-peace-operations.html>
  - Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations (NGOs) in Disaster Relief (1994) Available at [http://www.sphereproject.org/handbook/hdbkpdf/hdbk\\_ann.pdf](http://www.sphereproject.org/handbook/hdbkpdf/hdbk_ann.pdf)
  - Humanitarian Charter and Minimum Standards in Disaster Response. The Sphere Project (2004). Available at <http://www.sphereproject.org/handbook/index.htm>
  - DPKO Force Commander's Briefing Package
  - Relevant DPKO Standard Training Modules
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## **G. MONITORING AND COMPLIANCE**

- At the UNHQ level, compliance with this Policy shall be monitored by the DPKO Office of the Military Affairs-Policy and Doctrine Cell in coordination with DPKO DPET.
  - At mission level the Mission Chief of Staff (COS) shall be responsible to monitor implementation of this policy.
  - Adherence to this Policy shall be assessed through Mission Evaluations. Where appropriate OCHA and UNDG will be invited to send representatives on these Inspections.
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## **H. CONTACT**

- The Contact Officer for this Policy is DPKO / OMA / Policy and Doctrine Team, the Office of the Military Adviser for Peacekeeping Operations, Tel. 1-212-963-2020/-4076, Fax 1-212-963-9070
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## **I. HISTORY**

- This document replaces DPKO Civil-Military Coordination Policy, approved on 9 September 2002 and will be reviewed no later than 2013.
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APPROVAL SIGNATURE:

*A-L*

DATE OF APPROVAL:

*16 October 2010*