

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. The military and civilian police are now normally part of a multidimensional response also involving, among others, political, governance, electoral, humanitarian assistance, human rights, and developmental programmes. This has resulted in far more interaction between the military, civilian police and various other civilian elements in areas not directly related to security. Examples of this type of interaction include:

- a. Use of military and civilian police resources to provide, support, or complement the provision of emergency humanitarian relief, particularly in situations where life and property are immediately threatened.
- b. Military and civilian police participation in development projects, in particular reconstruction and rehabilitation.

2. If properly managed, this interaction can result in effort that meets UN objectives, in particular those related to multidimensional UN peacekeeping. To facilitate this management and to enhance common understanding on this issue there is a need for DPKO policy.

Scope and Purpose,

3. This document provides DPKO policy on 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. The coordination of military and civilian police capability in non-security related tasks, which is covered by the policy, includes that which is internal to a mission, as well as that which takes place with external actors.

4. The purpose of coordination covered by the policy is to achieve UN objectives. This is aimed at ensuring 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, in particular those related to humanitarian and development activities.

Definition

5. For some time the term “Civil-Military Coordination” has been used by elements deployed as part of UN peacekeeping operations, in other military operations, and by the humanitarian community, among others. There are differing interpretations as to what the term means. A

¹ For the purposes of DPKO policy the term “Civil-Military Coordination”, (which is widely used in organisations and militaries external to DPKO) includes civilian police. For other elements of the UN system it can include civil defence elements.

common theme, however, is that it refers to concepts and mechanisms to effect some level of interface between military and civilian elements deployed in the field, particularly those from the humanitarian and development community.

6. 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 mandated peacekeeping operations:

UN Civil-Military Coordination is the system of interaction, involving negotiation, de-confliction, mutual support, joint planning and exchange of information, between military² elements and humanitarian organizations, development organizations or the civilian community to achieve UN objectives³.

Principles for Civil-Military Coordination

Complementarity and Avoidance of Duplication

7. *The United Nations normally uses military or civilian police capability or authorizes military action only in situations directly related to peace and security. Civilians are normally responsible for all other tasks. Only in the most extreme situations, which are beyond civilian capacity, will military or civilian police capability be used for other tasks, for example to deliver emergency humanitarian relief or recovery/rehabilitation assistance. Prior to requesting military assistance in humanitarian tasks, humanitarian agencies will generally follow the principles that:*

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

8. The military and civilian police components of UN peacekeeping operations are structured and resourced by the UN in accordance with Security Council Mandates. For these components, tasks are normally directly related to security, either observation and reporting the situation, or actually providing security. This said, military and civilian police contingents may possess the capacity to assist in non-security related areas. In some Member States, military doctrine advocates targeted use of this capacity for a number of reasons, including recovery/rehabilitation tasks motivated towards building trust and, ultimately, assisting in protection of the contingent. If left uncoordinated, this type of activity can be wasteful and possibly detrimental to longer-term programmes. It should fit the existing humanitarian and recovery/rehabilitation strategy that may be formulated by the Resident Coordinator/Humanitarian Coordinator (RC/HC), often through a Consolidated Interagency Appeal as part of the Consolidated Appeals Process (CAP).

² Includes civilian police and civil defence

³ In this instance “UN objectives” are those related to peace and security, humanitarian assistance and reconstruction and rehabilitation aspects of development.

Civilian Task - Civilian Led Coordination – Normal Command and Control

9. *If military and civilian police capability is used in tasks not directly related to security, civilian authorities must coordinate all effort.* Humanitarian agencies assume that control of humanitarian activity will remain with the humanitarian community. This is also DPKO policy.

10. *Coordination does not imply any status in terms of command.* Military and civilian police assets serving with UN peacekeeping operations will remain under their established command and control status. This is also true of civilian elements in the mission area.

Mutual Understanding

11. UN agencies and programmes have agreed on certain key principles for the delivery of emergency humanitarian assistance. These are humanity, neutrality, and impartiality. This can cause conflict with UN peacekeeping missions, particularly where tasks are mandated under Chapter VII of the UN Charter. In addition, the humanitarian community defines impartiality in a different manner to that used by DPKO in the conduct of peace operations⁴. Despite this, military and civilian police elements deployed by the United Nations will avoid compromising the operations of the humanitarian community that are undertaken using these humanitarian principles.

12. On the other hand, DPKO expects that UN RC/HC will coordinate activities with the Civil-Military Coordination system of the UN peacekeeping mission. UN agencies and programmes operating in areas where UN peacekeeping missions are deployed should also coordinate their activities with the peacekeeping mission.

Coordination at the Highest Possible Level

13. To ensure all issues are given adequate attention and to facilitate timely direction, coordination should take place at the highest possible level. Responsibility for overall mission coordination rests with the Head of Mission. 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. It should not be relegated to one of the components. Civil-Military Coordination can involve interaction with elements internal and external to the mission, e.g. parts of a mission humanitarian pillar and external actors such as NGOs. As a result, at both the Mission and Sector HQ level, staff allocated to Civil-Military Coordination should be placed organisationally inside the staff element tasked with wider coordination issues. The exact structure, as well as military and civilian police representation within it, will vary depending on mission circumstances. Given that coordination of humanitarian activity is under civilian lead, in some cases, particularly at mission HQ level, an integrated civil-military staff will be dedicated to the issue.

⁴ The humanitarian community regards impartiality to mean: To make no discrimination as to nationality, race, religious beliefs, class or political opinions: to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress. For DPKO impartiality refers to the impartial execution of the Mandate.

14. The concept outlined in paragraph 13 does not prevent mission components possessing staff capacity that is dedicated to the civil-military interface, e.g. liaison officers and information centres. Nor does it prevent the military and civilian police components from undertaking tasks. The key issue, however, is that overall effort should be coordinated to meet UN objectives.

Resources and Reporting

15. *Coordination does not imply any change in ownership of resources or availability of UN peacekeeping mission funding.* 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 only directly related to peace and security.

16. If the mission budget does not cover a task, funding must normally be provided by external sources, such as a troop or civilian police contingent parent Member State. There is some scope for the UN official charged with mission finance management, normally the Chief Administrative Officer, to reallocate funding in accordance with UN Financial Rules and Regulations. As with other issues, the Head of Mission may also provide written direction to the Chief Administrative Officer.

17. If funding for humanitarian assistance and development related activity is included in the mission budget, DPKO and the Mission HQ will coordinate funding issues closely with the relevant UN authorities to ensure there is no duplication or waste. This includes coordination with the Emergency Relief Coordinator and those UN officials responsible for field level coordination of humanitarian and development activity.

18. For these reasons, and a need for proper coordination within a mission, the Mission HQ must approve use of military or civilian police capability for non-mandated tasks. In addition, use of military and civilian police capability in non-security related tasks must be coordinated through the mission Civil-Military Coordination structure. In some cases the Mission HQ will need to seek approval of troop and police contributing countries through DPKO. As financial resources may be involved, the UN official responsible for mission financial management, normally the Chief Administrative Officer, will also be closely consulted.

19. 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 loss of property. In these cases all assistance must be reported to the Mission HQ as soon as possible.

Training

20. The focal point for Civil-Military Coordination doctrine and training within the UN humanitarian community is the Military and Civil Defence Unit (MCDU) within the UN

Secretariat's Office for the Coordination of Humanitarian Affairs (OCHA)⁵. 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. The focal point for policy and doctrine is the Office of the Military Adviser. These three areas maintain close contact.

21. 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 senior level 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 officers 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 Officers.** Subject to availability of training spaces, civilian staff to be deployed to established field missions as Civil-Military Coordination staff officers 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 Officers.** These will be military and civilian police officers provided by Member States to established peacekeeping missions in the same manner as other military 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.

⁵ MCDU also acts as the focal point within the UN humanitarian community for Civil-Military Coordination policy and for advocacy regarding the relationship in a wider sense as it relates to humanitarian operations.

Responsibility for DPKO Policy

22. 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 various other DPKO offices, including the Civilian Police Division.