Policy

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

Approved by: Jean-Pierre Lacroix, USG DPO
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DPO POLICY
ON
CIVIL-MILITARY COORDINATION IN UN INTEGRATED PEACEKEEPING MISSIONS (UN-CIMIC)

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A. PURPOSE AND RATIONALE

1. This policy provides guidance to military commanders and their staff, as well as contingents in United Nations Peace Operations on the role of United Nations (UN) Civil-Military Coordination (UN-CIMIC) at the operational and tactical levels. UN-CIMIC is a military staff function\(^1\) that contributes to facilitating the interface between military and civilian components, which also include humanitarian and development actors (International Organizations (IOs) and (International) Non-Governmental Organizations ((I) NGOs)) in the mission area. UN-CIMIC supports the mission as a whole, and particularly UN military components whose primary role is providing a secure and stable environment, within which humanitarian/development actors may also carry out their activities\(^2\). UN-CIMIC personnel will develop a Civil-Operational Estimate (CIV-OES) encompassing an analysis of the civilian situation/actions and its possible effects on military operations in their respective UN mission\(^3\).

2. Furthermore, this policy emphasizes the importance of the role of UN-CIMIC personnel in collecting, verifying, analysing and sharing information with all mission components and mission partners in order to fulfil Security Council mandates, with particular emphasis on Protection of Civilians (POC)\(^4\).

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\(^1\) Compared to National Civil Affairs/ NATO/ EU/ CIMIC (Civil-Military Cooperation) which is an operational doctrine. “CIMIC” is therefore not compatible with UN doctrine, guidelines, procedures and best practices in UN integrated missions.


\(^3\) Includes the aim to minimize the impact of civilian actions on military operations and minimize the impact of military operations on civilian actions (UNIBAM, January 2020).

3. Protection of Civilians remains a priority mandate. UN-CIMIC’s liaison mechanisms should be established in a very prudent and with a low profile/visibility approach. Perceived affiliation with the military could lead to higher risk for mission partners, humanitarian workers as well as civilians being directly targeted by groups or organizations ideologically opposed to the Host Nation. Such attacks could lead to a suspension of operational programmes of UN or non-UN actors, which could potentially aggravate the overall security situation in the affected AOR (area of Responsibility).

4. The Special Committee on Peacekeeping Operations (C-34) has recognized the importance of enhancing information gathering and analysis. In its 2017 report (A/71/19), it “recognizes that some UN peacekeeping missions have been deployed in fragile political and security environments with asymmetric and complex threats. In this context, the Special Committee recalls [...] its request for the Secretariat to develop a more cohesive and integrated United Nations system for situational awareness…”.

5. There is a need in UN Peace Operations to better understand civilian actors (i.e., Host Nation actors, UN agencies, funds and programmes, other International Organizations (IOs), (I) NGOs) and their operating environments and context. Maintaining an overview of developments, conducting security threat assessments to the civilian population, and identifying opportunities to enable peacekeepers to effectively execute the implementation of their mandated specific and implied tasks.

B. SCOPE

6. This policy is binding for all military commanders and their staff in UN Peace Operations; particularly staff designated to perform UN-CIMIC. This policy is also relevant for Special Representatives of the Secretary-General (SRSGs)/Heads of Mission (HOMs), Deputy Representatives of the Secretary-General (DSRSGs), Heads of Military Component (HOMCs) and Heads of Police Components (HOPCs), Directors of Mission Support/Chiefs of Mission Support (DMSs/CMSs), UN Military Experts on Mission (UNMEMs) and mission planners at HQ (strategic and operational level) and in the field (tactical level) including Infantry Battalions particularly through the employment of an Engagement Platoon (EP). The provisions of this policy are to be applied to multidimensional Peacekeeping missions but can also benefit other peacekeeping operations, as well as special political missions, where liaison, coordination and collaboration with partners, including UN components and partners, is necessary.

7. This policy complements, and should be read in conjunction with, a number of documents on civil-military relations, analysis, planning and operations management as listed in Annex B. Of special note is the “Policy on Integrated Assessment and Planning (2013)”, which governs strategic planning and operational collaboration and coordination for peacekeeping and special political missions co-deployed with UN Country Teams. This policy further acknowledges the breadth and depth of interactions between military and civilian actors at all levels in a peacekeeping context. All components within the mission

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5 As examples consider (I)NGOs and NGOs.
6 The Engagement Platoon is a military capability, further discussed and defined in the UNIBAM (2020).
structure should mainstream civil-military activities in their workplans, activities, training, monitoring and evaluation.

8. This policy is to be read and understood by all individuals tasked with UN-CIMIC responsibilities including UN-CIMIC officers and individuals assigned with civil-military interactions at the operational and tactical levels.

8.1. Where national contingents appoint personnel as the primary focal point for civilian actors, these personnel will also be considered part of the UN-CIMIC capability for coordination, information gathering/sharing/verification and analytical purposes and must adhere to the UN-CIMIC reporting/coordination lines as established to the Force Headquarters (FHQ) and Sector HQ (SHQ).

8.2. Troop Contributing Counties (TCCs) are responsible to ensure UN-CIMIC Officers at all levels have reviewed and understand this policy before deployment. It is also the responsibility of UN-CIMIC officers to be familiar with the various humanitarian and development key actors in the mission area and the Policies, Directives, Guidance and/or Handbooks as listed in Annex B.

9. Furthermore, while personnel in UN Peace Operations 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 Peace Operation is deployed. This policy does not apply to non-UN military elements. However, it may provide useful guidance for some missions, which are deployed alongside non-UN military partners, in developing local coordination and collaboration arrangements with these partners.

C. POLICY

10. Core Principles and Tasks

10.1. Core Principles. UN peacekeeping missions are often mandated to deliver a wide range of functions. Delivery of a secure and stable 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 civilian functions. The HOMC is responsible for the planning and execution of military operations under the HOM who is responsible for mandate implementation. Within this context, the core principles of UN-CIMIC are to facilitate integration of efforts; provide a key link to the civilian components of a mission, and mission partners such as humanitarian and development actors, Host Nation military and local populations; and to produce analysis in conjunction with military operations, and in support of achieving the mission mandate.

10.2. Functions and Core Tasks. UN-CIMIC personnel must develop a comprehensive civilian operational picture and the analysis of such, in order to support planning and the conduct of military operations in the mission. It provides the interface between the UN military, UN Police, civilian components, the Host Nation, United Nations agencies, funds and programmes, other International Organizations (IOs) and international and national non-governmental organizations [(l)NGOs].
UN-CIMIC personnel are responsible for conducting the following core tasks:

10.2.1. Develop an up-to-date and accurate comprehensive civilian operational picture. UN-CIMIC supports the establishment and maintenance of a coherent, real-time, operational understanding of the civilian situation in the mission area to support planning and operations efforts for the mission.

10.2.2. Provide analysis, early warning, risk and threat assessment of the civilian operating environment by developing a CIV-OES.

10.2.3. Contribute to overall planning efforts by developing the CIV-OES in close collaboration with respective military branches, UN Police (UNPOL), mission components, and in coordination and collaboration with integrated mission partners.

10.2.4. Identify risks and opportunities. Provide mission leadership with an enhanced understanding of trends and changes in the civilian operational landscape and associated risks and opportunities with respect to the safety and security of Host Nation civilians. Furthermore, related in-mission training requirements can be developed based on identified gaps and needs.

10.2.5. Coordinate and liaise, in order to share, gather, verify and analyse information on the civilian operational environment with:

10.2.5.1. JOC/ JMAC/ MSC;
10.2.5.2. UNPOL;
10.2.5.3. UN civilian mission staff and components that fulfil security related roles (e.g., UN Department of Safety and Security), POC roles, planning functions or liaison functions with Host-Nation civilian/police or military;
10.2.5.4. Military Public Information Officer (MPIO) or Strategic Communication and Public Information Officer (SCPIO), where present. All planned/intended military information campaigns must be coordinated via MPIO or SCPIO;
10.2.5.5. Host Nation Military (through appropriate channels);
10.2.5.6. Host Nation Government/National Disaster Management Authority (NDMA);
10.2.5.7. Office for the Coordination of Humanitarian Affairs (OCHA) 8 9, Humanitarian Affairs Officer (HAO), Humanitarian Civil-Military Coordination Officer (UN CMCoord); where present.
10.2.5.8. And, when and where appropriate, liaise and share information/analysis directly or via established coordination platforms with UN operational agencies, funds and programmes, IOs, (l) NGOs and civilian partners, while respecting: (a) the humanitarian principles; (b) following existing civil-military mission coordination platforms, mechanisms and/or mission specific guidelines, and (c) adhere to military reporting mechanisms.

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7 Priority for liaison is with SCR mandated mission components.
8 Coordination in the humanitarian context, is understood as achieving a mutual agreement in a facilitation process to ensure appropriate division of responsibilities but does not encompass tasking/managing or giving orders nor direction to any humanitarian entities.
9 OCHA is not an operational agency and therefore not engaged directly in the delivery of humanitarian programs.
10.2.6. Support for Quick Impact Projects (QIPs), which are small-scale, quickly implementable projects intended to benefit local communities. Any support will be approved by HOMC, or his/her designee only upon request, and shall be limited in time and within UN-CIMIC capacities. QIPs are funded through the mission budget and managed under the overall authority of the HOM who shall be responsible for designating a relevant mission component to undertake the overall coordination and management of QIP programs. QIPs per se are not UN-CIMIC projects.

10.2.7. Facilitate requests for support needed to ‘alleviate human suffering’. Generally, UN Military will only provide support ‘within means and capabilities’ available, limited in time and space and only as ‘last resort’ to humanitarian/development actors. Priority should be given to military tasks, like the provision of a secure and stable environment. Decision for approval or denial of the support requested relies on agreement of the DSRSG/HC/RC and HOMC or his/her delegated Staff. If no agreement is reached, SRSG takes the final decision.

10.2.8. Request support from the humanitarian/development actors to the UN military components. Humanitarian/Development actors have the training, skillset, capacity, experience and tools to conduct humanitarian needs assessments and analyses as well as develop response plans and implement humanitarian programs. It is their role to fulfill these tasks under the coordination mechanisms such as those facilitated in missions by OCHA. It is not the role of UN-CIMIC or any other military unit or formation to conduct humanitarian needs assessments or analysis. However, the military force, in extremis, may provide lifesaving assistance, after determining that no other political authority or humanitarian actor has the access or ability to do so in a timely and effective manner, in order to eliminate the threat of loss of life. Any military support or assistance should still be through or in coordination with such entities as per the established coordination and operational modalities described in this policy and the mission’s mandate priorities.

D. ROLES AND RESPONSIBILITIES

11. Providing the link between the military, UNPOL, civilian mission components and mission partners, including humanitarian and development actors, as well as Host Nation military and local populations is important for mandate implementation. UN-CIMIC must conduct an analysis of the civilian operational environment to include possible implications on the mission as a whole, and with particular focus on military operations of a UN Peace Operation.

12. UN-CIMIC shall undertake analysis (i.e., CIV-OES) and contribute to conducting risk and threat assessment in order to provide recommendations to military commanders at all levels to better fulfill their specific and implied mandated tasks. These Commanders

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10. See the QIP Policy (2017).
11. The UN Infantry Battalion must include engagement in its planning and operations to enhance the battalion’s overall situational awareness with a view to minimize the impact of civilian actions on military operations and vice versa (UNIBAM, 2020).
are responsible to ensure that UN-CIMIC analysis is taken into consideration in all military operational planning efforts.

13. UN-CIMIC augments but does not replace established civil-military interaction structures, for example those that are part of the mission planning, operations, logistics, POC\textsuperscript{12} functions or existing ‘Mission (country) specific Civil-Military Guidelines’.

14. The Chief UN-CIMIC Officer (Chief U9) is designated by the FHQ Commander and will serve as the military focal point for operational level UN-CIMIC planning in accordance with the mission operational needs. Sector and unit commanders should likewise designate a sector UN-CIMIC Officer (G9), and unit UN-CIMIC officers (S9) for oversight, analysis, verification and reporting of tactical UN-CIMIC matters.

15. The Chief UN-CIMIC reports to his/her commanding officer under the HOMC and contributes to representing the military component to key civilian mission staff under the SRSG/DSRSG, for example in humanitarian civ-mil working groups, QIP committee meetings, Project Approval Committees (PAC) i.e., CRRD/DDR, etc.

16. The HOMC shall task the Chief UN-CIMIC Officer at the FHQ to develop a mission specific UN-CIMIC standard operating procedure (SOP)\textsuperscript{13} based on the mission mandate, military capabilities, mission structure and other considerations of the respective mission.

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**E. MONITORING AND COMPLIANCE**

17. At the UNHQ level, compliance with this Policy shall be monitored by the DPO Office of the Military Affairs (OMA) in collaboration with DPO Division of Policy, Evaluation and Training (DPET). At mission level, the Force Chief of Staff (COS) shall be responsible to monitor implementation of this Policy. Adherence to this Policy shall be assessed through mission evaluations.

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**F. CONTACT**

18. All enquiries reference this Policy should be directed to the Department of Peace Operations, Office of Military Affairs (Policy and Doctrine Team).

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\textsuperscript{12} DPO Protection of Civilians in UN Peacekeeping Handbook (2020).

\textsuperscript{13} This SOP shall be developed in accordance with the Guidelines on the Development of Mission-Specific Guidance (2016.04).
G. HISTORY

19. This document supersedes DPKO-DFS Civil-Military Coordination in UN Integrated Peacekeeping Missions (UN-CIMIC) Policy, approved on 1 November 2010.

APPROVAL SIGNATURE:
Jean-Pierre Lacroix, USG, DPO

DATE OF APPROVAL:
27 January 2022
Annex A

TERMS AND DEFINITIONS

UN Civil Affairs Section is the core civilian component of UN Peacekeeping Missions that facilitates the implementation of peacekeeping mandates at the local level. It also supports the Mission’s POC mandate and provides 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.

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

- **Provide life-saving supplies/assistance** if no other political authority or humanitarian/development actor has the access or ability to do so in a timely and effective manner, in order to eliminate the threat of loss of life.

- **Support to the 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 (e.g., QIPs).

- **Support, in the operational context of ‘alleviating human suffering’,** to humanitarian and development actors, to be executed only upon their request, limited in time and space, within military means and capabilities and only as last resort. The request shall be submitted through the mission approval process and mechanism established by the DSRSG/RC/HC. TCC activities must be coordinated and shall be submitted via the Sector HQ G9 to the Force HQ U9, for review and approval in order to ensure the UN-Civil Military coordination/information exchange approach is in accordance with existing coordination mechanisms at the Operational level and that are therefore executed properly.

Civil Operational Estimate (CIV-OES) is developed at the Operational (FHQ) and tactical level (SHQ/Battalion HQ), it identifies risks and opportunities in the broad spectrum of civil-military interaction in UN military peacekeeping operations, primarily for the military component. Furthermore, it provides advice with the aim of minimizing the impact of civilian actions on military operations and minimizing the impact of military operations on the civilian actions.

Civilian population in both international and non-international armed conflicts, the civilian population enjoys general protection against the dangers of military operations.

1. In case of doubt whether a person is a civilian, that person shall be considered to be a civilian.

14 “Civil Assistance” actions/projects are “humanitarian type” activities but must not be confused with actual humanitarian action.
15 UNIBAM, January 2020
16 Article 50 of the 1977 Protocol I Additional to the Geneva Conventions
2. The civilian population comprises all persons who are civilians.
3. The presence within the civilian population of individuals who do not come within the definition of civilians does not deprive the population of its civilian character.

**Coordination** in the humanitarian context, is understood as achieving a mutual agreement in a facilitation process to ensure appropriate division of responsibilities but does not encompass tasking/managing or giving orders nor direction. This definition is based on the humanitarian principle of ‘(operational) independence’, encompassing and also recognizing the independence of humanitarian actors from each other (e.g., WFP, UNHCR etc. are independent from OCHA, but coordinate with each other).

**Cooperation** implies working in a common effort (e.g., fulfil the SCR mandate).

**Collaboration** is the action of working closely (visibly ‘side by side’ and ‘hand in hand’) in a team effort, to achieve a common goal.

**Last Resort** is defined as a specific, identified capability or asset that cannot be met with available civilian assets and military assets would provide unique advantages in terms of capability, availability, and timeliness; and would complement civilian capabilities. (OCHA, ‘What is Last Resort?’ April 2012).

**UN-CMCoord** is 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 cooperation to coexistence. Coordination is a shared responsibility facilitated by liaison and common training. It is also the task of the CMCoord Officer to advise them (UN-CIMIC) on how to make informed decisions and to facilitate requests for military assets.

**Humanitarian Principles** are for the Humanitarian actors to rely upon the principles of humanity, neutrality, impartiality and operational independence (humanitarian principles) to discharge their mandates effectively. **Humanity** refers to addressing human suffering wherever it is found; **neutrality** to not taking sides in hostilities or engaging in controversies; **impartiality** to carrying out humanitarian action on the basis of need alone without discrimination and **operational independence** to ensuring humanitarian action is autonomous from political, economic, military or other objectives. (OCHA on Message, *Humanitarian Principles*, 2021)

**Military Actor** refers to military forces of a state or regional-/inter-governmental organization that are subject to a hierarchical chain of command, be armed or unarmed, governmental, or intergovernmental. Military actors, include the UN military force which have the legal obligation to provide lifesaving assistance, if no other political authority or humanitarian actor has the access or ability to do so. (UN CMCoord Field Handbook v2.0, December 2018).

**Mission/Country-specific civil-military guidelines** are guidelines developed by the in-mission established H-CMWG, detailing the interaction between humanitarian/development and UN military actors in the respective mission country. Ideally, these guidelines should
encompass detailed guidance, roles, responsibilities, and accountabilities (Who, What and Where) during routine operations, at the onset of manmade and natural disasters, or during a combination of both. The guidelines should also identify/establish timely and effective Operational and Security Information Exchange Mechanisms, and identify joint planning needs, and when to initiate a joint civil-military planning effort, involving required military branches.

**UN Country Team (UNCT)** is the highest-level inter-agency coordination and decision-making body in a Mission. The UNCT drives activities conducted by United Nations Agencies, Funds and Programmes in the mission country and responsible for integrating all UN entities implementing humanitarian/development programs to work as a team in formulating common positions on strategic issues, ensuring coherence in action and advocacy. The UNCT inter-agency coordination and decision-making body does not encompass tasking/managing or giving orders nor direction to humanitarian entities.

**UN Humanitarian Civil-Military Coordination (UN-CMCoord)** is defined by OCHA 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”.

Note 1: UN-CMCoord considers information sharing, task division, and planning as fundamental to effective civil-military coordination while always supporting the humanitarian principles of neutrality and impartiality. UN-CMCoord is a framework that enhances a broad understanding of humanitarian action and informs political and military actors on how best to support those actions. It assists in developing context-specific guidance based on internationally agreed guidelines, establishes humanitarian civil-military coordination structures, and ensures that UN-CMCoord Officers and Focal Points are trained to make that coordination work.

Note 2: The UN-CMCoord Officer is part of the OCHA staff and is therefore not part of the SCR mandated mission components. He/she does provide key support to improving humanitarian access and protection, by facilitating workstreams as needed. This applies to complex emergencies and natural disasters. He/she should be a key interlocutor for UN-CIMIC personnel at the Operational Level (FHQ).

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17 The RASCI Matrix model supports clarification of the roles and responsibilities of different organizations and people in complex structures.
18 UN-CMCoord Field Handbook, Version 2.0 (OCHA, 2018)
Annex B

Normative or Superior References

Below listed Resolutions, Policies, Guidelines, etc., that were used as guidance for this current UN-CIMIC Policy.

- DPO Policy, SOPs and Guidelines on Joint Mission Analysis Centres (2020.06).
- DPKO/DFS Civil Affairs Handbook (February 2012).
- DPO Policy on Gender Responsive United Nations peace operations s (2018.01)
- DPO, Gender Equality and Women, Peace and Security Resource Package (Feb. 2020)
- 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.
- Action for Peacekeeping (A4P), Declaration of Shared Commitments on UN Peacekeeping Operations, July 2018.
- DPI-DPKO-DFS Strategic Communications and Public Information (2016).
- Standard Operating Procedure- Community Violence Reduction in Disarmament, Demobilization and Reintegration Processes (1 May 2021)

**Related Policies / Guidelines / Position Papers / Handbooks**

- OCHA, ‘What is Last Resort?’ (2012)
- IASC, UN integration and humanitarian space: building a framework for flexibility (2013)
- Policy on OCHA’s Structural Relationships Within an Integrated UN Presence (2009).
- UN CMCoord Field Handbook v2.0, (December 2018).
- WFP Civil-Military Coordination (WFP CMC) Operational Guidance, (December 2013).
• UNDP, Managing the risks of engagement with military/defence forces and institutions (August 2009).
• Policy Framework for CARE International’s Relations with Military Forces, (June 2009).
• Caritas Internationalis, Relations with the Military, (2006)
• Strategy for the International Red Cross and Red Crescent Movement (ICRC) on the Movement’s relations with key players in the political and military sphere and the need to establish and maintain appropriate mechanisms for consultation and coordination (2001).
• The Red Cross and Red Crescent Movement, Guidance document on relations between the components of the Movement and military bodies (Council of Delegates 2005: Resolution 7.
• International Committee of the Red Cross (ICRC), ‘ICRC relations with armed forces’, (October 2010).