Dear Ms. Wahlstrom,

The United Nations Mission in Liberia continues to advance coordination between civilian and military elements. In this regard, I am pleased to share with you and your colleagues in OCHA the attached document, Guidance for Civil-Military Coordination in Liberia.

Recently approved by UNMIL's SRSG, Ambassador Alan Doss, this guidance seeks to create a greater level of coordination and collaboration among UNMIL military, the humanitarian community, and other actors against the background of current day Liberia and its emergence from a humanitarian emergency.

As the mission of the military transitions from combat to peace, and the nation from the emergency to the recovery phase, military commanders are able to refocus some of their efforts from traditional military operations to a broader range of activities in support of peace building and recovery. This includes greater opportunities to assist the humanitarian/development community and involve soldiers directly in nation building efforts.

Recognizing these opportunities, the Humanitarian Coordination Section (HCS) in conjunction with UNMIL's Civil Military Coordination (CIMIC) office initiated an effort to develop appropriate guidelines to outline civilian-military relations in the context of the recovery phase of present-day Liberia. Specifically, such guidance aims to supplement - not supplant -.

Ms. Margareta Wahlstrom
Office-in-Charge
Office for the Coordination of Humanitarian Affairs
Acting Emergency Relief Coordinator
United Nations
New York
current UN CIMIC doctrine, and to advance further an ongoing effort on the part of UNMIL military to educate the force on the “Do No Harm” principle in particular, and address additional considerations not in current CIMIC doctrine.

In the absence of internationally agreed upon guidelines for the use of military resources during the recovery phase of development, this document aims to suggest ways UN military can work in conjunction with the local population, NGOs, UN Agencies, UNMIL civilian sections and the Government of Liberia.

We do hope that this guidance will foster greater understanding of the role of respective actors in the future of Liberia as well as provide for better coordination in the on-going effort to standardize and promote effective and efficient use of UN military assets to cultivate development and a lasting peace in Liberia.

We are pleased to share this guidance and hope that it can be used to influence official UN CIMIC policy to include the full spectrum of peacekeeping operations such as that found in present day Liberia.

Sincerely yours,

[Signature]

Jordan Ryan
Deputy Special Representative of the Secretary-General for Recovery and Governance

cc: SRSG, UNMIL
Force Commander, UNMIL
Good morning,

Please find attached a letter from Mr. Jordan Ryan, DSRSG, UNMIL.

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Guidance for Civil – Military Coordination in Liberia

United Nations Mission in Liberia (UNMIL) HQ
December 2006, Monrovia
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A) INTRODUCTION

As the mission of the military transitions from combat to peace and the nation from the emergency to the recovery phase, military commanders are able to refocus their efforts from traditional military operations to a wide array of activities in support of peace building and recovery. This includes greater opportunities to assist the humanitarian / development community and involve soldiers directly in nation building efforts.

Recognizing these opportunities an effort was initiated by the Humanitarian Coordination Section (HCS) in conjunction with UNMIL’s Civil Military Coordination (CIMIC) office to develop a policy that would outline civilian-military relations in the context of the recovery phase of present-day Liberia. This guidance is in full adherence with the 2002 DPKO Policy paper on Civil Military Coordination and was developed over a period of six months in consultation with the Office for Coordination of Humanitarian Affairs (OCHA), some members of Liberia’s International NGO network via the Management Steering Group (MSG), and UNMIL Civil Affairs Sector One Coordination Center. The purpose of this guidance is to supplement not supplant current UN CIMIC doctrine and further an ongoing effort on the part of UNMIL military to educate the force on the “Do No Harm” principle and address additional considerations not in current CIMIC doctrine.

It is recognized that in cases of pure humanitarian intervention, civilian and military counterparts will follow the current international “Guidelines on the Use of Military and Civil Defense Assets to Support United Nations Humanitarian Activities in Complex Emergencies” of March 2003. In the absence of internationally agreed upon guidelines for the use of military resources during the recovery phase of development this document aims to suggest ways UN military can work in conjunction with the local
Guidance for Civil – Military Coordination in Liberia

United Nations Mission In Liberia

population, NGOs, UN Agencies, UNMIL civilian sections and the Government of Liberia. It is envisaged that this guidance will foster greater understanding of the respective actors' roles in the future of Liberia and will enable better coordination, standardize and promote effective and efficient use of UN military assets to cultivate development and a lasting peace in Liberia. This guidance is premised on the current assumption that the UNMIL military force will remain, in some capacity, in Liberia for the next two years and will operate under the mandate as established in Security Council Resolution (SCR) 1509 (2003) and should be adapted to encompass additional resolutions and operating environment.

In contrast to other peace operations, Liberia's focus is amidst a transition into recovery and development and therefore should move the civil-military debate into a more constructive, and less ideological, terrain (Minear, 2005). In Liberia the majority of humanitarian projects are implemented by multi-mandated agencies and NGOs rather than strictly single humanitarian mandated agencies. The reality is that a majority of agencies operate a humanitarian mandate alongside a wider moral mandate around poverty eradication, development and the whole range of human rights – civil, political, social, cultural and economic (Slim, 2004). These humanitarian and multi-mandated NGOs, UN Agencies and DPKO (to include UN military forces on the ground) have a considerable moral overlap, common ideology and vision of Liberia's future.

It is recognized that the UN Force national contingents currently engage in a myriad of activities, outside the traditional security realm, to alleviate suffering and promote development across Liberia. The military assets necessary to sustain and support UN Peacekeepers during active combat operations can and should be redirected to other no or limited cost activities when combat operations cease and peace prevails. These activities range from transportation, infrastructure repair, health, education, sanitation, and community sports activities. Soldiers serving in

3 Such as the various MSF groups, the ICRC, and the ACF.

2
peacekeeping operations desire to be involved in helping the population. Participating in or assisting the humanitarian / recovery effort gives soldiers a needed sense of accomplishment and/or fulfillment.

First and foremost it is the goal of this guidance is to ensure that these activities are undertaken in concert with the “Do No Harm” principles. Secondly it is to ensure these activities are coordinated with other UNMIL colleagues, UN agencies, NGOs, and the GoL. And thirdly, to ensure that local community leaders are consulted in order to provide appropriate assistance based on the community’s needs. This guidance should assist UNMIL military in providing assistance in a manner that ensures that aid meant to help the population does not have unintended negative consequences. In addition, this guidance will help to heighten the development community’s awareness of the parameters that UNMIL military will be working within the peace building and recovery framework.

The primary considerations, which should be given to each and every potential project, are:

- Most importantly, will the community have ownership, participate in both the decision making and implementation, and be able to sustain the project after completion
- Is there a community need for the project and how urgent is that need
- Can the project be accomplished by employing or engaging civilian assets, which helps build capacity and employment
- What is the impact on the perceived neutrality and impartiality of the assistance effort
- Are the civilian sections of the Mission, UN Agencies, NGOs and Local government and community included in the decision
- What is the potential impact on the local economy
- How does it impact gender issues
B) GUIDANCE

At the onset of a civil-military assistance request or a military self initiated action the basic criteria of appropriate activities should be taken into consideration before commencing activities. Appropriate projects are actions that do not favour one religious, ethnic or political group of people and that do not have adverse effects on the commerce or power relationships in the area of operation.

![Appropriate Projects Diagram]

- Municipal buildings/activities
- Schools
- Common areas (parks & playgrounds)
- Transportation infrastructure
- Utilities infrastructure
- Capacity building activities
- Medical support

![Inappropriate Projects Diagram]

- Political groups/buildings/activities
- Religious groups/buildings/activities
- Ethnic groups/activities
- Military groups
- Private businesses/organizations
- Donations of easily traded items

Once the projects have been pre-identified as within the scope of military assistance then the following steps should be considered:

Consultations:
In order to ensure projects are not creating a duplication of services, having negative impacts on the community or between communities and the long term effects are taken into consideration, consultation with the following should occur:

- County Support Team Focal Point
- Members of UN Country Team (UNHCR, WFP, UNICEF, etc.) and relevant Cluster leads, i.e. Health, WATSAN, etc.
- UNMIL Civil Affairs and Political Affairs
- Humanitarian Coordination Section (HCS) (if available)
- RRR (if available)
- Local Government Officials
- International and National NGOs
- The community

During these consultations the following questions should be addressed:

**Impact on other communities**
- Is there conflict between the people we are assisting and their neighbours?
- Will the assistance promote reconciliation or fuel the causes of conflict?
- If contributing to conflict can the assistance be changed to make it better?
- Are the needs, preferences or priorities of the neighbouring communities considered?
- Will this activity support connections in the community?

**Effects of resources on Perceptions and Relationships**
- Is someone already doing something similar here, or nearby?
- Have you considered sources of harmful competition, suspicion, jealousy, or biases within and between the communities in your area of operation?
- Will this avoid creating or worsening harmful competition, suspicion, jealousy, or biases?
- Are there ways this activity will reduce or contribute to harmful competition suspicion, jealousy, or biases within or between communities?
- Are resources being provided at risk from theft, diversion, corruption, arbitrary taxation.
Reactions

- Does this activity promote tolerance or intolerance?
- Acceptance or rejection of differences?
- Inclusiveness or exclusiveness?
- Completion or cooperation?
- Fairness or unfairness?

Risk of Violence

- Have you assessed the risk of violence in the place of the planned activity and in surrounding areas?
- Does this activity avoid placing people and communities at (more) risk of violence?
- Does this activity reduce the vulnerability of people and communities to violence?

Long term effects

- Is this activity connecting communities or dividing them?
- What are the long term consequences on inter-communal relations of doing this activity this way?
- Are we doing something that the people or community could do themselves?
- Are we providing a parallel facility or service where none is needed?
- Are we involving the community in the decisions that affect them?
- How long will the effects of this activity last, once we are gone?

Relationship to Developmental and Humanitarian Frameworks

- Do activities adhere to and complement current UN and government development initiatives? (i.e. the Interim Poverty Reduction Strategy Program (IPRSP))
- Does the implementation of this activity promote local ownership of the end product?
Are there plans to ensure sustainability of the activity?

C) **Suggested Working Groups for Civil-Military Cooperation**

UNMIL formed County Support Teams (CSTs) to bring the work of the United Nations together in support of Government priorities at the county level. It is highly suggested that whenever and wherever possible the CIMIC working group(s) be fully integrated with the CSTs. This will lend strength and additional resources to the CSTs, eliminate duplication of effort, and keep the number and frequency of meetings to a minimum. CIMIC officers at the Sector HQ and battalion level will coordinate with each of the counties in their sector to devise an efficient and effective meeting program.

The purpose of these working groups is to:

- Create a joint structure that maximizes the capacities of UNMIL military and civilian actors
- Create a clearly visible focal point and meeting place for interaction between UNMIL military and humanitarian/development actors
- Streamline coordination efforts within each area of responsibility
- Ensure coordination takes place on a regular basis
- Provide opportunities for information sharing
- Provide opportunities for each actor to learn about one another's capabilities and capacities
- Ensure that assistance is "needs based"
- Ensure that assistance is accomplished according to this guidance and the "Do No Harm" principle

It is *suggested* that the following representatives participate in working groups as a means to place this guidance into practice. Again, as much as possible these groups should be integrated with the CSTs.
Additional representatives of UN Agencies and other key international and national partners can be invited to participate in meetings/discussions if the need arises. Regional Administrative Officers should also be

In order to be effective, meetings must occur regularly and at the discretion of the working group. A minimum of once a month is suggested and outputs of these meetings should be shared with all relevant actors. The exact composition of each group can be determined on a needs basis and also depends on the number and type of agencies located in each area. Sub groups can be formed as necessary to work on projects or issues of a more specific nature, for example, a roads and bridges working group.

**D) Potential Areas of Support**

In addition to traditional combat skills, military units typically contain numerous persons possessing other useful skills as soldiers often enter military service with previous civilian career experience. These skills can be applied to recovery efforts when combat skills are no longer paramount
to security. Additionally, all military organizations know how to conduct training and have skilled trainers and skilled leaders. These qualities provide a large pool of talent that can be used for capacity building activities.

UNMIL Military commanders in a peace building environment seek to employ their forces in this effort. The military can serve as a tremendous “force multiplier” in the effort to rebuild the country. The mandated objective to guarantee security and sustain the UNMIL force will remain the priority but when possible peacekeepers will be employed in assisting other actors in their humanitarian / recovery efforts.

The chart in Annex A identifies some common examples of support the UN military can provide and some of the advantages and limitations of each.

E) **Mode of Implementation**

It is desired that whenever possible, these activities take place in a decentralised manner so as to promote integration of all the actors and ensure responsive and efficient implementation.

The basic concept, as shown in Annex B, is to task the request at the lowest level possible once this guidance’s criteria are met and it is decided this is a suitable activity. Larger requests will be approved at a higher level. The request can flow through the military chain of command or the civilian chain of supervision to the CIMIC office in Monrovia for more evaluation and possible action.
### ANNEX A

<table>
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<tr>
<th>Activity</th>
<th>Advantages</th>
<th>Limitations</th>
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</thead>
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<tr>
<td><strong>Infrastructure Support</strong></td>
<td>▪ Large variety of equipment available.</td>
<td>Military has very limited funds for materials. Demand can quickly exceed available assets.</td>
</tr>
<tr>
<td>Construction and maintenance of roads, bridges, power generation and distribution, building renovation and construction.</td>
<td>▪ No cost to humanitarian community for fuel, labor, or supervision.</td>
<td></td>
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<tr>
<td></td>
<td>▪ Small projects, such as fixing a bridge, can have a very large positive impact on a target population.</td>
<td></td>
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<tr>
<td><strong>Transportation</strong></td>
<td>▪ Large number of assets available to include trucks, helicopters, and one ship.</td>
<td>Sometimes this is limited due to operational needs to supply the force.</td>
</tr>
<tr>
<td>This includes the movement of people or equipment by land, air, or sea.</td>
<td>▪ Often times the military can travel where civilian vehicles cannot due to road conditions.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>▪ Transferred materials are secure.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>▪ With the exception of air transport of cargo there is generally no cost to the humanitarian community for labor, supervision, or fuel.</td>
<td></td>
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<tr>
<td><strong>Medical Assistance</strong></td>
<td>▪ Large pool of skilled medical personnel and several fixed hospitals.</td>
<td>Military units do not have funds to purchase medications and immunizations for this purpose.</td>
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<tr>
<td>This includes treating civilians at medical units and conducting medical visits to specific areas.</td>
<td>▪ Able to serve remote and difficult to reach locations.</td>
<td></td>
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<tr>
<td></td>
<td>▪ Can provide health education, basic medical care, and immunizations.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>▪ No cost to humanitarian community for labor or supervision.</td>
<td></td>
</tr>
<tr>
<td><strong>Capacity Building</strong></td>
<td>▪ Large pool of skilled instructors across the entire country.</td>
<td>Some materials needed for instruction. No funds available to provide graduates with tools etc. upon graduation.</td>
</tr>
<tr>
<td>Teaching skills in computers, automotive and generator maintenance, basic first aid, plumbing, electrical, masonry, basic construction, tailoring, farming, welding.</td>
<td>▪ Most teaching materials are already available.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>▪ No cost to humanitarian/development community for labor or supervision.</td>
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ANNEX B

CIMIC REQUEST FLOW CHART

Agency/Requestor contacts relevant CIMIC/NGO/UNMIL Sections/UN Agencies with request for assistance.

Return to requestor to seek alternate solutions.

Does the request meet the CIMIC Guidance and the “Do No Harm” policy?

Can the assets be committed?

Refer the request up through the military chain of command or civilian supervisory chain, whichever is appropriate, for further evaluation or support.

Is the request supportable?

Render assistance at the lowest level possible.
Guidance for Civil – Military Coordination
United Nations Mission In Liberia

Sources and further readings:


