GUIDELINES FOR CIVIL MILITARY COORDINATION IN HAITI

Guidelines for the engagement and coordination of humanitarian actors and military and police actors in Haiti

OCHA HAITI
July 2013
FOREWORD

The Republic of Haiti constitutes a unique operational environment for humanitarian actors, as well as military and police actors. It ranks as one of the countries with the highest exposure to multiple hazards, including heavy rains, tropical storms, hurricanes, earthquakes, landslides and droughts. In addition to these natural hazards, Haiti has, since the late eighties, experienced periods of acute economic, social and political instability caused by frequent changes in the political leadership. At times, this instability has led to social turmoil and violence that has generated an insecure environment in the country.

Due to this unique operational environment, Civil-Military Coordination Guidelines specific for Haiti were developed for the first time in 2011. Acknowledging the need for both humanitarian, military and police actors to operate effectively within the same environment, the Guidelines aimed to: (i) establish agreed principles and practices for constructive civil-military relations in Haiti; (ii) avoid duplication of tasks; (iii) promote and strengthen the coordination of activities; and (iv) preserve humanitarian principles. The Guidelines were endorsed by the Humanitarian Country Team and MINUSTAH and to date they constitute the overall framework for civil-military relations in the country.

The humanitarian community is currently engaged in a process of transition, during which leadership of inter-sectorial and sectorial humanitarian coordination is gradually being transferred to national authorities, whilst maintaining a humanitarian safety net to address the remaining critical humanitarian concerns. The process of transition applies also to civil-military coordination, a function that is being transferred to the Directorate of Civil Protection (DPC) at national and departmental levels. The DPC will therefore gradually facilitate dialogue and interaction between government, humanitarian actors and military/police actors within the context of a natural disaster response, but also in non-emergency situations when indirect or infrastructure support from military and police forces might be requested.

In light of this transition process, a task force was formed by OCHA in May 2013 to engage in the process of revision of the Civil-Military Coordination Guidelines specific for Haiti to reflect the changed context in the country, as well as the increased role of national authorities in the civil-military coordination function. The task force was composed by different stakeholders: OCHA, the DPC (as focal point within the GoH of civil-military coordination), the Haitian National Police, MINUSTAH, UN Agencies, NGOs.
The endorsement of the revised Civil-Military Coordination Guidelines specific for Haiti will further strengthen Civil-Military Coordination in Haiti, as well as promote respect and knowledge of existing principles and operational modalities on Civil-Military Coordination by all concerned actors.

Port au Prince, 29 August 2013

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<table>
<thead>
<tr>
<th>ACRONYMS</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CIMIC</td>
<td>Civil Military Cooperation</td>
</tr>
<tr>
<td>UN-CMCord</td>
<td>United Nations Civil-Military Coordination</td>
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<td>CMT</td>
<td>Crisis Management Team</td>
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<tr>
<td>CTD</td>
<td>DPC Technical Coordinator</td>
</tr>
<tr>
<td>COUN</td>
<td>Centre d’Opérations d’Urgence National</td>
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<tr>
<td>CRO</td>
<td>Chief of MINUSTAH Regional Office</td>
</tr>
<tr>
<td>DPC</td>
<td>Directorate of Civil Protection</td>
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<tr>
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<td>United Nations Department of Peacekeeping Operations</td>
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<tr>
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<td>Deputy Special Representative of the Secretary General</td>
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<tr>
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<td>United Nations Department of Safety and Security</td>
</tr>
<tr>
<td>ERC</td>
<td>Emergency Relief Coordinator</td>
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<tr>
<td>EP&amp;R</td>
<td>Emergency Preparedness and Response</td>
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<tr>
<td>ETO</td>
<td>Engineering Tasking Order</td>
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<td>Government of Haiti</td>
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<tr>
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<td>Humanitarian Coordinator</td>
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<tr>
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<td>Humanitarian Country Team</td>
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<td>HFOCC</td>
<td>Haiti Flight Operations Coordination Centre</td>
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<td>Haitian National Police</td>
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<td>IDRA</td>
<td>International Disaster Recovery Association</td>
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<td>IFRS</td>
<td>International Federation of the Red Cross</td>
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<tr>
<td>INSARAG</td>
<td>International Search and Rescue Advisory Group</td>
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<td>JLOC</td>
<td>Joint Logistics Operations Centre</td>
</tr>
<tr>
<td>JMAC</td>
<td>Joint Mission Analysis Cell</td>
</tr>
<tr>
<td>JOC</td>
<td>Joint Operations Centre</td>
</tr>
<tr>
<td>MCDM</td>
<td>Military and Civil Defence Assets</td>
</tr>
<tr>
<td>MINUSTAH</td>
<td>United Nations Stabilization Mission in Haiti</td>
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<tr>
<td>MPC</td>
<td>Mission Project Cell</td>
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<td>Memorandum of Understanding</td>
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<tr>
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<tr>
<td>UNPOL</td>
<td>United Nations Police</td>
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<tr>
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<td>United Nations Security Council</td>
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<tr>
<td>SOUTHCOM</td>
<td>United States Southern Command</td>
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<tr>
<td>TO</td>
<td>Tasking Order</td>
</tr>
<tr>
<td>WASH</td>
<td>Water, Sanitation and Hygiene</td>
</tr>
<tr>
<td>WFP</td>
<td>World Food Programme</td>
</tr>
</tbody>
</table>
# Table of contents

1 INTRODUCTION

1.1 Context of Haiti
1.2 Purpose
1.3 Objectives
1.4 Scope
1.5 Applicability

2 GUIDANCE FOR CIVIL-MILITARY ENGAGEMENT IN HAITI

2.1 Categories of military support to humanitarian assistance
2.2 Distinction of activities
2.3 Joint civil-military assessments and interventions in emergency response
2.4 Civil-military coordination mechanisms and the use of MCDA
2.5 Use of military escorts for humanitarian convoys and operations
2.6 Procedure to request military or armed escort
2.7 Information sharing
2.8 Coordination of air space management
2.9 Training and awareness-raising on civil-military coordination

3 ENDORSEMENT AND APPLICABILITY

4 ANNEXES

1 KEY ACTORS FOR EMERGENCY RESPONSE IN HAITI
2 HUMANITARIAN PRINCIPLES AND KEY CONCEPTS
3 KEY CONCEPTS GUIDING CIVIL-MILITARY COORDINATION PRACTICES
4 JOINT OPERATIONS CENTER (JOC)
5 CO-LOCALISATION OF HUMANITARIAN ACTORS AND GOVERNMENT OF HAITI
6 REFERENCE DOCUMENTS
1. INTRODUCTION

Traditionally in humanitarian emergencies, there has been a distinction between the military and the non-military domains: an approach built upon the principles of international humanitarian law that makes a distinction between combatants and non-combatants, protecting the latter from armed attacks. This approach requires adherence to the key principles of humanity, neutrality and impartiality which are considered to be critical in the pursuance of the humanitarian mandate and addressing human suffering.

However, over the years, military actors are becoming increasingly involved in the provision of relief assistance in the aftermath of a crisis. While military actors can undoubtedly help to save lives and alleviate suffering by drawing on key comparative advantages, their involvement in the delivery of assistance can contribute to a “blurring of lines” between military actors on the one side, and humanitarian actors on the other. Civil-Military Coordination guidelines are thus key to ensure adequate arrangements for civil-military engagement and ultimately to safeguard humanitarian principles and actions.

1.1. Context of Haiti

Haiti constitutes a unique operational environment for humanitarian actors, as well as military and police actors. The Republic of Haiti, owing to its geographical location and hydro meteorological characteristics, ranks as one of the countries with the highest exposure to multiple hazards, including heavy rains, tropical storms, hurricanes, earthquakes, landslides and droughts.

In addition to these natural hazards Haiti has, since the late eighties, experienced periods of acute economic, social and political instability caused by frequent changes in the political leadership. At times, this instability has led to social turmoil and violence that has generated an insecure environment in the country. Consequently, the United Nations Stabilisation Mission was established in Haiti in 2004, following the UNSC Resolution 1542.

MINUSTAH military forces deployed under UN mandate and other forces deployed under bilateral agreements have been called upon by the GoH to support assistance, recovery and reconstruction activities following natural disasters. Through the adoption of resolution 2070 (2012), the Council decided to adjust the size of infantry, engineering and police components to focus the Mission’s activities on a core set of achievable tasks consistent with benchmarks agreed upon with the Government. Furthermore, UNSC 2070 affirms that future adjustments to the force configuration should be based on national authorities’ increasing exercise of the Haitian State’s responsibility for the maintenance of stability and security in the country. The resolution further states that “in the framework of the improvement of the rule of law in Haiti, strengthening the capacity of the Haitian National Police is paramount for the Government of Haiti to take timely and full responsibility for the country’s security needs, which is central to Haiti’s overall stability and future development”. Currently, about 6000 multinational troops are deployed under the UN peacekeeping mandate.

Other military forces have been deployed and could at any time be re-deployed to Haiti under bilateral agreements. These forces have originated from many nations, including the U.S. (United States Southern Command), Cuba, Venezuela, Netherlands, France, Mexico and Canada. These military forces would directly or indirectly assist and train key actors such as the Haitian National Police (HNP), the Directorate of Civil Protection (DPC), and humanitarian actors. In addition, they would provide support for specific sectors (Food, Water, Sanitation and Hygiene [WASH]), specific operational areas (logistics, infrastructure), or contribute to airspace management.

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Other security forces present in Haiti are the Haitian National Police and the United Nations Police Component in MINUSTAH. In February 2013, the Haitian Ministry of Defence issued a three-year action plan that proposes the implementation of five major new units: engineering corps, compulsory civic service, forestry guard, health units, and border control guard.

The humanitarian community is currently engaged in a process of transition, during which leadership of inter-sectorial and sectorial humanitarian coordination is gradually being transferred to national authorities, whilst maintaining a humanitarian safety net to address the remaining critical humanitarian concerns. The process of transition applies also to civil-military coordination, a function that is being transferred to the Directorate of Civil Protection (DPC) at national and departmental levels. The DPC will therefore gradually facilitate dialogue and interaction between government, humanitarian actors and military/police actors within the context of a natural disaster response, but also in non-emergency situations when indirect or infrastructure support from military and police forces might be requested.

1.2. Purpose
Acknowledging the need for both humanitarian, military and police actors to operate effectively within the same environment, the Guidelines aim to: (i) establish agreed principles and practices for constructive civil-military relations in Haiti, (ii) avoid duplication of tasks, (iii) promote and strengthen the coordination of activities, and (iv) preserve humanitarian principles.

1.3. Objectives
These guidelines aim to accomplish the following objectives:

- Promote an effective coordination between humanitarian actors and military and police actors supporting relief and reconstruction activities.
- Enhance the understanding of and adherence to the humanitarian principles of humanity, neutrality and impartiality by all humanitarian actors when performing their activities.
- Promote operational independence of humanitarian action as a way of ensuring timely and sustainable humanitarian access to vulnerable populations.

1.4. Scope
The Haiti country-specific Civil-Military Coordination (UN-CMCOrd) Guidelines address a context that falls outside the binary categorization of natural disaster (a crisis during peacetime) and complex emergency (a crisis created by conflict or the breakdown of state authority). Rather, the Guidelines address a unique operational environment of natural disaster in peacetime, in a sometimes insecure environment. They make reference to the principles expressed in the Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines)\(^3\) and are based on the existing international framework and practices for UN-CMCOrd.

1.5. Applicability
- The Haiti country-specific UN-CMCOrd Guidelines aim at guiding the interaction between humanitarian actors, military and police actors, other civil law enforcement agencies, and relevant governmental authorities in Haiti.
- Military forces that might be deployed in Haiti under bilateral arrangements with the GoH are strongly encouraged to participate in existing coordination arrangements to achieve the aforementioned common objectives.
- By endorsing the Guidelines stakeholders commit to respecting the principles, practices and procedures articulated in them.

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2. GUIDANCE FOR CIVIL-MILITARY ENGAGEMENT IN HAITI

By endorsing the Guidelines, actors make a commitment to respecting the following principles:

- Humanitarian actors must be able to provide assistance in accordance with the basic principles of humanity, neutrality and impartiality.
- Humanitarian assistance is extended with full respect to state sovereignty.
- Humanitarian actors must retain their ability to obtain access to vulnerable populations in all crisis-affected areas.
- At all times, a clear distinction must be maintained between humanitarian, military and police actors.
- The independence of humanitarian action and decision-making must be preserved both at the operational and policy levels.
- Considerations on civil-military coordination must be guided by a commitment to 'do no harm'.
- Humanitarian assistance occurs with the guidance of the civil government and disaster management organisations.
- The use of military assets, armed escorts, joint humanitarian-military interventions, and any other actions involving visible interaction with the military should be the option of last resort: when a specific capability or asset requirement that cannot be met with available civilian assets has been identified; and foreign military and civil defence assets would help meet the requirement and provide unique advantages in terms of capability, availability, and timeliness; and foreign military and civil defence assets would complement existing capabilities.
- Respect must be afforded to the culture, structures and customs of the communities where humanitarian activities are carried out.

Coordination Strategy

A "strategy of cooperation" should be followed for civil-military coordination during disasters in peacetime. This applies specifically to Haiti, which embodies the context of natural disasters in a peacetime setting, and in a sometimes insecure environment. In a cooperation approach, it is possible to have a common goal and agreed-upon strategy, and all parties may accept to work together. Civil-military coordination in Haiti focuses on improving the effectiveness and efficiency of the combined efforts to serve humanitarian objectives, as well as early recovery and reconstruction efforts.

However, when and if the public security situation deteriorates, the strategy for civil-military coordination may need to shift and be guided by a "strategy of coexistence". In this approach, coordination with the military is characterised by circumstances where there are no common goals to pursue, since the focus of humanitarian and military forces diverge, and actors merely operate side-by-side. Therefore, civil-military coordination will focus on minimising competition and conflicting efforts in order to enable the different actors to work in the same geographical area with minimum disruption to the activities of all the actors present on the ground.
Should a change in the operational environment occur, the HCT, the DPC and a MINUSTAH representative in Haiti will hold consultations and make a situation-specific recommendation on the strategy to be adopted to guide interactions between humanitarian actors, and military and police actors. The recommendation shall be submitted to higher authorities (SRSG, DSRSG/HC/RC and Minister of the Interior (under delegation of the Prime Minister) for final endorsement.

2.1. Categories of Military Support to Humanitarian Assistance
Depending on the specific circumstances and conditions, military resources can be used in support of the following categories of humanitarian assistance:

- **Direct Assistance:** Face-to-face distribution of goods and services.
- **Indirect Assistance:** At least one step removed from the population and involves activities such as transporting and staging relief goods or personnel.
- **Infrastructure Support:** Involves providing general services, such as road repair and clearing, canal clearing, airspace management and airfield generation that facilitate relief, but are not necessarily visible to or solely for the benefit of the affected population.

In line with the Oslo Guidelines, direct assistance, infrastructure support, and/or indirect assistance by the military are to be requested only if and when need arises and as an option of "last resort." Within the context of UN-CIMIC, direct assistance is at times conducted by the military to create an enabling environment for the implementation of the mission mandate. In this case, during the planning stage of these CIMIC activities, civil-military coordination efforts should focus on: (i) ensuring that humanitarian principles and humanitarian space are protected; (ii) performing an advisory role and promoting effective adherence to the civil-military coordination guidelines specific for Haiti; and (iii) avoiding overlapping of activities through effective coordination.

2.2 Distinction of Activities
At all times, the basic distinction between humanitarian, military or police actors is to be respected by ensuring adherence to the following:

- Arms should not be carried in humanitarian premises or means of transport.
- Actors should at all times maintain an appropriate and distinct dress that clearly indicates military, police or civilian status.
- Humanitarian personnel and military and police personnel should promote distinction in communications strategies and public conduct.
- Military and police personnel should always wear the uniforms and insignia specified by their national country, or troop contributing country/UN DPKO policies, when performing tasks in support of humanitarian operations.

2.3 Joint Civil-Military Assessments and Interventions in Emergency Response
Joint civil-military assessments and interventions in emergency response should be considered only as a last resort, where they can help to save lives and alleviate suffering and no comparable civilian alternative is available. This may include logistics support from the military to facilitate:

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4 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. 
DPKO policy, October 2010.
- Humanitarian assessments carried out by the UN Disaster Assessment and Coordination (UNDAC) team or other humanitarian actors.
- Life-saving search and rescue missions carried out by actors such as International Search and Rescue teams.
- Life-saving humanitarian responses for vulnerable populations in remote or inaccessible areas.
- Time-sensitive rehabilitation of infrastructure, such as roads and bridges, to optimise humanitarian access to vulnerable populations.

2.4. Civil-Military Coordination Mechanisms and the Use of Military and Civil Defence Assets (MCDA)

The following mechanisms have been established in Haiti to promote and strengthen civil-military coordination at the strategic and operational levels, as well as facilitate access to the use of Military and Civil Defence Assets (MCDA), when meeting the requirement of “last resort”:

MINUSTAH Joint Operations Centre (JOC) is a civil-military coordination platform that ensures the most efficient and coordinated use of military, police and UN mission assets, and enables an effective information exchange among and between government, humanitarian, military and police actors. The JOC convenes coordination meetings regularly. Participants include the following service providers: Haitian National Police (HNP); MINUSTAH Military Component branches (U9-CIMIC, U3-Operations, and U4-Logistics); the MINUSTAH Mission Support Centre (MSC), MINUSTAH Police Component; and the MINUSTAH Joint Mission Analysis Cell (JMAG). UN Security as well as liaison officers from the Directorate of Civil Protection (DPC), the Office for the Coordination of Humanitarian Affairs (OCHA) and the World Food Programme (WFP) also participate in meetings and provide necessary advice. Organizations that have requested assistance can also attend the meetings.

Whenever possible, requests for the use of Military and Civil Defence Assets (MCDA) are to be fulfilled by existing in-country capacity. Therefore, organizations that require MCDA assistance to implement humanitarian activities or projects should first approach the Government authorities and/or relevant humanitarian actors. If no civilian means exist or are available to execute the task, the means and capabilities of the Haitian National Police should be primarily called upon. In the framework of the conditions-based consolidation plan of MINUSTAH, as well as the transition process, this will allow the HNP to demonstrate institutional and operational capacity, which is a key step to establishing Haiti’s overall stability and future development. If the situation warrants the use of MCDA, all requests must be routed via OCHA and DPC as focal point for civil-military coordination for humanitarian assistance within the GoH. OCHA/DPC will endorse the request by signing the appropriate Joint Operations Centre (JOC) request form. Within the JOC, requests are analysed, reviewed and prioritised. If the request is to be satisfied using Military Component resources, it will then be translated into a Military Command Tasking Order (TO) or Engineering Tasking Order (ETO). These arrangements will also be used to support any requests for assistance from other deployed forces (non-UN).

The use of MCDA for logistics, aerial and land transport should thus be considered when all of the following criteria are met:

- **Requests** for joint intervention/use of military assets must be based solely on humanitarian criteria;
- There is no appropriate civilian alternative available;
- The urgency of the task at hand demands immediate action;
- The joint intervention/use of military assets is clearly limited in time and scale;
- The joint intervention/use of military assets is approved by the HCT.

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1 Detailed information on the Joint Operations Centre (JOC) can be found at: [http://haiti.humanitarianresponse.info/](http://haiti.humanitarianresponse.info/).
2 See Annex 4 for Flow Chart of JOC Process Request.
In October 2011, a Mission Projects Cell (MPC) was established with the overall task of ensuring the optimal use of civilian and military engineering assets. The primary focus of the MPC is to identify and allocate the Mission's military and civilian engineering personnel and materials to carry out identified engineering projects. Prioritization of projects is based upon: i) Requirements for the execution of MINUSTAH's Mandate; ii) Projects in support of the UN Country Team; iii) Projects in support of the Government of Haiti; and iv) Projects in support of civil society partners. The MPC then ensures that each project under its purview is implemented and monitored throughout its life cycle and provides regular reports on its execution.7

When an emergency is declared, the Joint Operations Centre expands to include Liaison officers (LOs) from key stakeholders. The LOs are posted in the JOC to: i) provide support to the GoH, UN agencies and other humanitarian actors by mobilizing MCDAs; (ii) coordinate MINUSTAH's response with the humanitarian community; (iii) keep key stakeholders informed of the activities occurring within the JOC; and (iv) ensure a high level of shared awareness of the situation. This ensures that a coherent common operating picture is established and maintained to assist the GoH in making critical decisions. The expanded JOC will connect to and liaise with the Centre d'Opérations d'Urgence National (COUN), the Government-led national-level emergency operations centre. The COUN is activated at the occurrence or early warning of an emergency, to provide cross-sectoral emergency assessments, relief coordination and response.

Concurrently, during emergencies, Regional Joint Operations Centres (RJOC), linked directly to the JOC, are activated and act as information hubs and coordination centres within the departments. Humanitarian organisations and Government entities submit requests for the use of MCDAs directly to the RJOC through the Technical Coordinator of the DPC (CTD). If the request exceeds the RJOC’s capacity to support, it is sent to the expanded JOC.

2.5. Use of Military Escorts for Humanitarian Convoys and Operations
The IASC Non-Binding Guidelines on the Use of Armed Escorts for Humanitarian Convoys8 state that humanitarian convoys and operations will not use military or armed escorts. The use of escorts for humanitarian convoys or operations is a precautionary measure that should be used only in exceptional circumstances, on a case-by-case basis, and as a last resort.

Before resorting to the use of armed escorts, requesting entities must consider all alternative means for establishing and maintaining access to the affected people and associated management of security risks.

Decision-making in the context of each situation must be informed by a thorough security risk assessment, including the threats, vulnerabilities and risks; an analysis of the relevant stakeholders, including the source and motivation of the threats; the risk profile of individual staff members and programmes in a given situation; and the operational requirements of a given activity or movement.

Examples of context-specific alternatives in Haiti to using armed escorts to reduce risk and enhance operational security include:

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7 Taking into account the MINUSTAH 2013-2016 Consolidation Plan, over the next 3-4 years, the Mission will continue to steadily draw down its uniformed personnel and resources, including civilian and military engineering personnel and assets. The primary focus of the MPC might then be transferred back to the MINUSTAH JOC.


http://www.unafrica.org/what-we-do/coordination-tools/UN-CMCoord/publications
➢ **Cultivate Greater Acceptance:** Actively build and cultivate good relations and consent as part of a risk management strategy with local communities and other relevant stakeholders. Obtain their acceptance for the humanitarian organization’s presence and work.

➢ **Low-profile Approach:** Implement a low visibility strategy. Rent local vehicles for transport rather than the white four-wheel-drive vehicles routinely used by humanitarian organisations. Use local traders and merchants to transport humanitarian goods.

➢ **Area Security:** Request area security rather than armed escorts. Such security may involve ‘clearing’ and patrolling roads, providing aerial flyovers, or maintaining a presence in the area, but not being distinctly visible or accompanying the convoy.

➢ **Program Design:** Consider innovative program designs, such as cash transfers and the provision of vouchers rather than transporting and distributing commodities or materials; seek creative methods in order to reduce the number of field visits required.

In Haiti, due to a possible insecure operational environment, albeit in a peacetime setting, armed deterrence or protection might be recommended. In this case, the HNP is called upon to exercise the Haitian State’s responsibility for the maintenance of stability and security in the country. In the current context of transition, all stakeholders are committed to further strengthening the institutional and operational capacity of the HNP in providing escorts and other security tasks for humanitarian assistance operations.

### 2.6 Procedure to Request Military or Armed escort for Humanitarian Convoys and Operations

The procedure is as follows:

(i) The requesting entity (GoH, humanitarian actor, etc.) fills in and submits a ‘security escort form’ to the MINUSTAH JOC;

(ii) Decision is made by the focal point for Civil-Military Coordination (OCHA/DPC), about whether the request abides by the criteria of “last resort” and is to be approved or denied. Consultations with the JOC/UN Security might be necessary during this stage. If the request is approved:

(iii) The request is given by JOC to HNP. If the request cannot be satisfied only by HNP, MINUSTAH’s police or military component may be called upon to support, depending on a set of criteria of the specific operation for which the escort is being requested; and,

(iv) The request becomes a Tasking Order (TO).

### 2.7 Information sharing

Information sharing is a critical element in civil-military coordination and is a shared responsibility. It helps ensure that relevant stakeholders are informed of each other’s mandates, roles and activities, and is key to avoiding duplication or conflict of efforts.

Under the ‘strategy of cooperation’ that is applicable to Haiti, government representative, humanitarian, military and/or police actors share a wide range of information as well as tasks and planning. The sharing of information takes place through the existing civil-military coordination platforms, like the JOC. When needed, *ad hoc* meetings are set up to discuss specific matters. Also, the liaison officers of the DPC, OCHA, and MINUSTAH share information among and between government, humanitarian actors, military and police actors. In the event that other forces are deployed bilaterally to Haiti, they may also be invited to integrate into the liaison and information sharing mechanisms already present in the country.
2.8 Coordination of Airspace Management

Haiti is a member of the International Civil Aviation Organization (ICAO) and as such it complies with all ICAO rules and regulations, including the requirement to have a national contingency plan for crisis management at the airport. Should a crisis occur, all efforts should therefore focus to support the airport authorities to effectively implement the airport contingency plan.

On the basis of lessons learned, it is recommended that should a major crisis occur which overcomes the capacity of the Government of Haiti to respond and manage a large influx of aid by air, a Haiti Flight Operations Coordination Centre (HFOCC)\(^9\) may be activated. The HFOCC will be composed of aviation experts and representatives from: GoH (airport authorities, civil aviation authority); humanitarian organisations (e.g. WFP and OCHA); MINUSTAH Aviation and military representatives (of other deployed forces’ aviation cells). The HFOCC improves synchronization of civil-military aviation operations in support of humanitarian assistance and disaster relief by building on the existing liaison and coordination structures. The presence of aviation experts from the GoH in the HFOCC ensures that all stakeholders are informed and understand and accept proposed plans.

2.9 Training and Awareness-Raising on Civil-Military Coordination

In order to promote a coherent interpretation and application of civil-military principles, GoH/DPC, humanitarian and military stakeholders should ensure an effective dissemination of agreed concepts and principles for civil-military coordination, and guide their personnel in practical application of these principles. Training on UN-CMCoord is vitally important to familiarise government, humanitarian, military and police actors with the existence and application of humanitarian civil-military coordination principles, the Sphere Humanitarian Charter and Minimum Standards in Disaster Response, and the Oslo Guidelines.

Training and awareness raising activities on UN-CMCoord in Haiti include:

- The holding of official Civil-Military Coordination Courses.
- The holding of joint workshops on UN-CMCoord.
- Induction briefings to MINUSTAH that include information on UN-CMCoord.
- The provision of briefings and updates on UN-CMCoord at OCHA’s Humanitarian Forum.
- The organization of Joint Civil Military Natural Disaster Preparedness Exercises.
- The organization of Joint Natural Disaster Preparedness Seminars.

3. ENDORSEMENT AND APPLICABILITY

The Haiti country-specific UN-CMCoord Guidelines are endorsed by the GoH/Ministry of Interior/MICT/DPC, HCT and MINUSTAH Military and Police components. Other forces that might be deployed to Haiti will be strongly encouraged to adhere to these guidelines. By employing these guidelines, military and police actors who are based in or deploy to Haiti in response to a crisis or disaster will be able to rapidly integrate themselves into the existing CMCoord structure. Once integrated, these forces will be able to act more effectively and ultimately to better serve the people of Haiti during those times when the need is greatest.

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\(^9\) Haiti Flight Operations Coordination Centre (HFOCC) Report, Philippe Martou, Deputy Chief for WFP Aviation - [http://haiti.humanitarianresponse.info/](http://haiti.humanitarianresponse.info/)
ANNEX 1 – KEY ACTORS FOR EMERGENCY RESPONSE IN HAITI

A. GOVERNMENT AND MILITARY ACTORS

Centre d'Operations d'Urgence (COU): when an emergency is declared, the Secrétariat Permanent de Gestion des Risques et des Désastres (SPGRD) is transformed into a Centre d'Operations d'Urgence National (COUN), whereas the departmental committee is transformed into a Centre d'Operations d'Urgence Departmental (COUD). The COU is the structure responsible for managing disasters (alert, response and early recovery). The general rule for the management of emergencies in Haiti is as follows: the management of disasters should, as much as possible, be done at the local level. Thus, the management of a crisis lies firstly with the communal and local civil protection committees. The criteria to activate the central level committees include: the gravity, the dimension of the disaster and the capacity of the COUs to manage the crisis.

Direction de la Protection Civile (DPC): central department of the Ministry of Interior and Territorial Collectivities (MICT) that is responsible for the management of the risks and disasters that occur within Haiti. The DPC acts as the executive organ of the Système National de Gestion des Risques et Desastres (SNGRD). The DPC coordinates the Secretariat Permanent de Gestion des Risques et Desastres (SPGRD), as well as the relevant entities in this structure that include the departmental, communal and local civil protection committees.

Haitian National Police (HNP): is the law enforcement and defense force of Haiti. It was created in 1995 to bring public security under civilian control as mandated in Haiti’s constitution. About 10,000 police officers have completed training in modern law enforcement.

Military Forces Deployed under Bilateral Agreements: these forces have originated from many nations, including the U.S. (United States Southern Command), Cuba, Venezuela, Netherlands, France, Mexico and Canada. These military forces would directly or indirectly assist and train key actors such as the Haitian National Police (HNP), the Directorate of Civil Protection (DPC), and humanitarian actors. In addition, they would provide support for specific sectors (Food, Water, Sanitation and Hygiene [WASH]), specific operational areas (logistics, infrastructure), or contribute to airspace management.

United Nations Police (UNPOL): the UNPOL in Haiti is divided into two distinct ‘Pillars’: 1) The Operational Pillar, and 2) the Haitian National Police (HNP) Development Pillar. A separate ‘support’ section, the Office of the Chief of Staff, falls under and reports directly to the Office of the Police Commissioner. The new Police Commissioner’s revision of the Police Organizational Chart has streamlined UNPOL to reflect and mirror the structure of the HNP reporting structures, in order to better support and assist them.

United Nations Stabilization Mission in Haiti (MINUSTAH): established on 1 June 2004 by Security Council Resolution 1542. The UN mission succeeded a Multinational Interim Force (MIF) authorized by the Security Council in February 2004 after President Bertrand Aristide departed Haiti for exile in the aftermath of an armed conflict which spread to several cities across the country. MINUSTAH’s original mandate was to restore a secure and stable environment, to promote the political process, to strengthen Haiti’s Government institutions and rule-of-law-structures, as well as to promote and to protect human rights. Following the devastating earthquake of 12 January 2010, the Security Council, by resolution 1908 of 19 January, endorsed the Secretary-General’s recommendation to increase the overall force levels of MINUSTAH to support the immediate recovery, reconstruction and stability efforts in the country.

B. HUMANITARIAN ACTORS

Emergency Relief Coordinator (ERC): the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator heads the Office for the Coordination of Humanitarian Affairs at United Nations Headquarters in New York. He or she coordinates the international community’s humanitarian efforts in responding to crisis.

Humanitarian Coordinator (HC): the Humanitarian Coordinator is the most senior UN humanitarian official in the country, accountable to the UN Under-Secretary General for Humanitarian Affairs for ensuring quick, effective and well-coordinated humanitarian responses in Haiti.
Resident Coordinator (RC): as the designated representative of the Secretary General, the Resident Coordinator is responsible for coordinating UN development activities carried out at the country level, in conformity with the objectives and priorities of the Government and mandates and objectives of United Nations system organisations.

Humanitarian Country Team (HCT): chaired by the Humanitarian Coordinator, the HCT ensures that the activities of humanitarian organisations are coordinated, and that humanitarian action in-country is principled, timely, effective and efficient, and contributes to longer-term recovery. The HCT is made up of representatives of UN agencies and Non-Government Organisations operating in the country. Representatives of the Red Cross/Red Crescent Movement attend Humanitarian Country Team meetings as observers.

United Nations (UN) Agencies: the UN agencies in Haiti all subscribe to UN values but have independent mandates. Some of them are mandated to respond to emergency situations and contribute to recovery and reconstruction, while others have a long term development and poverty alleviation focus.

United Nations Designated Official: the Designated Official is responsible for the security and safety of UN personnel in the country; constitutes a Security Management Team (SMT) to advise on all security-related matters; prepares, in consultation with the SMT, a security plan for the country; reports all security matters; If there is a security phase in effect, grant security clearance for UN staff and their dependants, if applicable, to enter the country whether on mission or on assignment; ensures that all staff members are briefed on security measures in place at the duty station; gives security directives to staff members in the expectation that they will be followed.

United Nations Security Management Team (SMT): the SMT shall be constituted by the Designated Official to advise him/her on all security-related matters. The composition and size of the team may vary; however, most representatives of UN agencies, programmes and funds at the duty station are expected to participate. For duty stations where there are a large number of organizations represented, the Designated Official may select a limited number of representatives to assist him/her in planning and managing security matters.

Non-Governmental Organisations (NGOs): NGOs are national or international civil society actors, dedicated to providing non-profit humanitarian assistance and development support in Haiti. NGOs are independent and diverse in their objectives and operations but generally adhere to the humanitarian principles and the principles outlined in the Code of Conduct for The International Red Cross and Red Crescent Movement and NGOs.
ANNEX 2 – HUMANITARIAN PRINCIPLES AND KEY CONCEPTS

Disaster: a serious disruption of the functioning of society, which poses a significant widespread threat to human life, health, property or the environment, whether arising from accident, nature or human activity, whether developing suddenly or as the result of long-term processes, but excluding armed conflict.

Humanitarian Actor: humanitarian actors are civilian agencies, whether national or international, UN or non-UN, which have a commitment to humanitarian principles and are engaged in humanitarian activities.

Humanitarian Space: a conducive humanitarian operating environment where the receipt of humanitarian assistance is not conditional upon the allegiance or support to parties involved in a conflict but is a right, independent of military and political action (MCDA Guidelines).

Military Actor: military actors refer to official military forces, i.e., military forces of a state or regional/inter-governmental organisation that are subject to a hierarchical chain of command, be they armed or unarmed, governmental or inter-governmental.

Natural hazard: natural processes or phenomena occurring in the biosphere that may constitute a damaging event. Natural hazards can be classified by origin namely: geological, hydro-meteorological or biological. Hazardous events can vary in magnitude or intensity, frequency, duration, area of extent, speed of onset, spatial dispersion and temporal spacing.

Humanitarian Principles
UN General Assembly Resolution 46/182 requires the provision of humanitarian assistance in accordance with the principles of humanity, neutrality and impartiality, as explained:

(i) Humanity: human suffering must be addressed wherever it is found, with particular attention to the most vulnerable in the affected population such as children, women and the elderly. The dignity and rights of all victims must be respected and protected.

(ii) Neutrality: humanitarian assistance must be provided without engaging in hostilities or taking sides in controversies of political, religious or ideological nature. The concept of non-allegiance is central to the principle of neutrality in humanitarian action.

(iii) Impartiality: humanitarian assistance must be provided without discriminating on the basis of ethnic origin, gender, nationality, political opinions, race or religion. Relief of the suffering should be guided solely by needs and priority must be given to the most urgent cases of distress. The concept of non-discrimination is fundamental to the principle of impartiality.

Do No Harm: considerations on civil-military coordination must be guided by a commitment to do no harm. Humanitarian actors must ensure at the policy and operational levels that any potential civil-military coordination will not contribute to furthering conflict or injustice, nor harm or endanger the beneficiaries of humanitarian assistance.

Humanitarian Access to Vulnerable Populations: humanitarian actors must retain their ability to obtain access to all vulnerable populations in all crisis-affected areas and to negotiate such access. Particular care must also be taken to ensure the sustainability of access. Coordination with the military should be considered to the extent that it facilitates, secures and sustains, not hinders, humanitarian access. UN General Assembly Resolution 46/182 calls upon States 'to facilitate the work of [humanitarian] organizations in implementing humanitarian assistance, in particular the supply of food, medicines, shelter and health care, for which access to victims is essential.'

Operational Independence of Humanitarian Action: in civil-military coordination humanitarian actors must retain the lead role in undertaking and directing humanitarian activities. The independence of humanitarian action and decision-making must be preserved both at the operational and policy levels at all times. Humanitarian organisations must not implement tasks on behalf of the military nor represent or implement their policies. Basic requisites such as freedom of movement for humanitarian staff, freedom to conduct independent assessments, freedom of selection of staff, freedom to identify beneficiaries of assistance based on their needs, or free flow of communications between humanitarian actors as well as with the media, must not be impeded.

Perception of Humanitarian Action: the delivery of humanitarian assistance to all populations in need must be neutral and impartial – it must come without political or military conditions and humanitarian staff must not take sides in dispute or political positions. This will have a bearing on the credibility and independence of humanitarian efforts in general. Civil-military coordination arrangements must not jeopardize longstanding local networks and trust that humanitarian actors have created and maintained.

Security of Humanitarian Personnel: any perception that humanitarian actors may have become affiliated with the military forces within a specific situation could impact negatively on the security of humanitarian staff and their ability to access vulnerable populations. However, humanitarian actors operating within an emergency situation must identify the most expeditious, effective and secure approach to ensure the delivery of vital assistance to vulnerable target populations. This approach must be balanced against the primary concern for ensuring staff safety, and therein a consideration of any real or perceived affiliation with the military. The decision to seek military-based security for humanitarian workers should be viewed as a last resort option when other staff security mechanisms are unavailable, inadequate or inappropriate.
ANNEX 3 – KEY CONCEPTS GUIDING CIVIL-MILITARY COORDINATION PRACTICES

UN Humanitarian Civil-Military Coordination (UN-CMCoord): the essential dialogue and interaction between humanitarian and military actors in humanitarian emergencies that is necessary to protect and promote humanitarian principles, avoid competition, minimise 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.

UN Department of Peacekeeping Operations (DPKO) Civil-Military Coordination (UN CIMIC): is the system of interaction, involving exchange of information, negotiation, de-confliction, mutual support, and planning at all levels, between military elements and humanitarian organisations, development organisations, and the local civilian population to achieve UN objectives.11

Coordination Strategies:

(i) Co-existence: strategy characterised by circumstances where there are no common goals to pursue and actors merely operate side by side. In this instance, civil-military coordination should focus on minimising competition and conflict in order to enable the different actors to work in the same geographical area with minimum disruption to each other’s activities.

(ii) Coordination: essential dialogue and interaction between civilian and military actors that is necessary to protect and promote humanitarian principles, avoid competition, minimize inconsistency and, when appropriate, pursue common goals. This strategy is a shared responsibility of the humanitarian and military actors, and it may take place in various levels of intensity and form.

(iii) Cooperation: strategy that can be pursued when there is a common goal and agreed strategy between humanitarian and military actors, and all parties accept to work together. In this instance, coordination should focus on improving the effectiveness and efficiency of the combined efforts to serve humanitarian objectives.

Military and Civil Defence Assets (MCDA): comprises relief personnel, equipment, supplies and services provided by foreign military and civil defence organizations for international humanitarian assistance. Furthermore, civil defence organisation means any organisation that, under the control of a Government, performs the functions enumerated in Article 61, paragraph (1), of Additional Protocol I to the Geneva Conventions of 1949. When these assets are under UN control they are referred to as UN MCDA.

Other Deployed Forces: these are all military and civil defence forces deployed in the region other than UN MCDA. They include the forces deployed by the Affected State and any foreign forces deployed under bilateral agreements or under the auspices of organizations other than the UN.

Last Resort: use of military assets, armed escorts, joint humanitarian-military interventions and any other actions involving visible interaction with the military must be the option of last resort. Such actions may take place only where there is no comparable civilian alternative and only the use of military support can meet a critical humanitarian need.

Complementarity: military and civil defence assets should be seen as a tool complementing existing relief mechanisms in order to provide specific support to specific requirements, in response to the acknowledged "humanitarian gap" between the disaster needs that the relief community is being asked to satisfy and the resources available to meet them.

Civilian Control: a humanitarian operation using military assets must retain its civilian nature and character. While military assets will remain under military control, the operation as a whole must remain under the overall authority and control of the responsible humanitarian organization. This does not infer any civilian command and control status over military assets.

Avoid Reliance on the Military: humanitarian agencies must avoid becoming dependent on resources or support provided by the military. Any resources or support provided by the military should be, at its onset, clearly limited in time and scale and present an exit strategy element that defines clearly how the function it undertakes could, in the future, be undertaken by civilian personnel/means.

ANNEX 4 - JOINT OPERATIONS CENTER (JOC)

Following the devastating earthquake in Haiti on 12 January 2010, the collaborative arrangements between UN Country Team (UNCT) and MINUSTAH were strengthened in order to more effectively address the multiple needs and challenges facing the Government of Haiti (GoH) and people of Haiti. A key element of this new arrangement was the establishment of the Joint Operations and Tasking Centre (JOTC). The JOTC was developed by MINUSTAH in partnership with the Office for Coordination of Humanitarian Affairs (OCHA). In particular, the Plans Coordination Team within the JOTC was created as the focal point for Government and humanitarian entities to seek assistance from MINUSTAH in the areas of engineering, security, and logistics including aviation assistance. On 1 July 2012, the JOTC reverted to its pre-earthquake title of JOC, however most of these collaborative arrangements remain in place.

The MPC was established in October 2011 and acts as the entry point for consideration of all requests for MINUSTAH engineering assistance.

In accordance with the conditions-based consolidation plan and the process of transition, and according to the basic premise that the GoH should be the option of first resort for all security, logistics, and aviation-related requests, the Haitian National Police (HNP) and the Directorate of Civil Protection (DPC) have now become an active partner of the JOC. As the GoH assumes more and more responsibility, the role of the JOC will continue to decrease, with the overall goal of turning over this process to the GoH.

The process for considering a request to assist humanitarian activities begins with an assessment within the humanitarian clusters and/or lead agency of the related sector and/or OCHA and GoH partners. The cluster lead or lead agency of the related sector in which the MINUSTAH assistance is requested, will assess the task and its relevance to the sector strategy and Government priorities. In accordance with humanitarian principles and the Civil-Military Coordination Guidelines specific for Haiti, it is also necessary for the humanitarian community to ensure that an approach to MINUSTAH is a ‘last resort’. In this regard, the JOC works closely with OCHA in representation of the different Organisations participating in the humanitarian coordination mechanism. Clusters or equivalent mechanism to assess each request. If the request is supported by the relevant cluster lead and/or lead agency of the related sector and/or OCHA it is then processed by the JOC. In 2013, leadership of inter-sectorial and sectorial humanitarian coordination will be gradually transferred to national authorities. This transition process also applies to the civil-military coordination function performed by OCHA that will be gradually transferred to trained focal points of the Directorate of Civil Protection (DPC) at national and department level.

The MINUSTAH JOC is staffed to manage day to day events and limited surges in activity associated with security operations. When humanitarian crisis or emergencies occur, or when planned major events (e.g. elections) have to be managed, additional specialized staff are appended to the JOC and they are referred to as the Expanded JOC. Through the Expanded Joint Operations Centre, MINUSTAH provides support to the Government of Haiti (GoH/COUN/DPC), UN agencies and other humanitarian actors in the disaster response by mobilizing the Mission’s assets. The Expanded JOC can also be activated in order to monitor across the mission operations such as elections.
ANNEX 5 – CO-LOCALISATION OF HUMANITARIAN ACTORS AND GOVERNMENT OF HAITI

The Haitian government through the Système National de Gestion des Risques et Désastres (SNGRD) is responsible for the organization, coordination and implementation of humanitarian response to any crisis or disaster occurring in the country.

Following the lessons learned from responses implemented over the past three years, and considering the transition of humanitarian coordination mechanisms to the national authorities, the Humanitarian Country Team (HCT) proposed in 2012 the creation of an operational technical cell integrated into the Centre d’Opérations d’Urgence National (COUN), rather than keeping a separate humanitarian coordination cell (EJOINT). Participants in the Operational Technical Cell will be deployed in an emergency to support different areas of the COUN operations.

The Operational Technical Cell will be comprised of representatives of international organizations, UN Agencies and NGOs who have a specific expertise in one of the areas of intervention of the COUN.

Objectives

- Support the government in the collection and centralization of information related to humanitarian activities during the activation of the COUN;
- Provide specific operational support during the activation of the COUN for the response to needs identified by the government and for which the support and expertise of the humanitarian community is required;
- Ensure better coordination of the response between government structures at central level (COUN), the international humanitarian community and MINUSTAH Expanded JOC with the establishment of a clear information flow system;
- Provide the necessary information to enable the Chief Operating Officer of COUN to take strategic decisions on emergency response and information management in the Technical Directorate of COUN (DTCOUN). Conduct regular consultations in line with identified information needs and resources.

Procedures

If the COUN is activated,

the Humanitarian Coordinator (HC) and the OCHA Head of Office in consultation with the HCT will begin consultations with the DPC to assess the need for the deployment of experts to the COUN as part of the Operational Technical Cell. An OCHA representative will contact the members of the cell and establish deployment to the COUN on the basis of previously established rosters.

A coordinator of the Cell will be appointed. Upon requirement, the members of the Operational Technical Cell will be assigned to the different areas of operation of the COUN, and they will be involved in all preparedness and response activities managed by the COUN.
ANNEX 6 – REFERENCE DOCUMENTS


- OCHA Humanitarian Response for Haiti WebPortal for information on Civil Military Coordination in Haiti - see: http://haiti.humanitarianresponse.info/un-cmcoord


- Haiti Flight Operations Coordination Centre (HFOCC) Report, Philippe Martou, Deputy Chief for WFP Aviation – see: http://haiti.humanitarianresponse.info/
