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<tbody>
<tr>
<td>AMISOM</td>
<td>African Union Mission in Somalia</td>
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<td>AU</td>
<td>African Union</td>
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<tr>
<td>CAP</td>
<td>Consolidated Appeal Process</td>
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<tr>
<td>CCTARC</td>
<td>Civilian Casualty Tracking, Analysis and Response Cell</td>
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<tr>
<td>CIMIC</td>
<td>Civil-Military Cooperation (J9)</td>
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<tr>
<td>DSRSG</td>
<td>Deputy Special Representative of the Secretary General</td>
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<tr>
<td>DO</td>
<td>Designated Official</td>
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<tr>
<td>FGS</td>
<td>Federal Government of Somalia</td>
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<tr>
<td>FHQ</td>
<td>Force Headquarters</td>
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<td>FPU</td>
<td>Formed Police Unit</td>
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<td>HLU</td>
<td>Humanitarian Liaison Unit (AMISOM civilian unit)</td>
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<td>HC</td>
<td>Humanitarian Coordinator</td>
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<td>HCT</td>
<td>Humanitarian Country Team</td>
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<td>MCDA</td>
<td>Military and Civilian Defense Assets</td>
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<td>NGO</td>
<td>Non-Governmental Organization</td>
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<td>OIC</td>
<td>Organization of the Islamic Cooperation</td>
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<td>PC</td>
<td>Police Commissioner</td>
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<td>QIP</td>
<td>Quick Impact Project</td>
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<td>RC</td>
<td>Resident Coordinator</td>
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<tr>
<td>SNAF</td>
<td>Somali National Armed Forces</td>
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<td>SRCC</td>
<td>Special Representative of the Chairperson of the AU Commission for Somalia</td>
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<td>SRSG</td>
<td>Special Representative of the Secretary General</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<tr>
<td>UN-CMCoord</td>
<td>United Nations Humanitarian Civil-Military Coordination</td>
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<td>UNCT</td>
<td>United Nations Country Team</td>
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<tr>
<td>UN OCHA</td>
<td>United Nations Office for the Coordination of Humanitarian Affairs</td>
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<td>UNDSS</td>
<td>United Nations Department of Safety and Security</td>
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<tr>
<td>UNSOA</td>
<td>United Nations Support Office for AMISOM</td>
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<td>UNSOM</td>
<td>United Nations Assistance Mission in Somalia</td>
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SECTION I: Background and purpose

1.0 Introduction

The present guidelines have been developed under the mandate of the Humanitarian Country Team (HCT) in collaboration with AMISOM. The guidelines are intended to represent the humanitarian community's perspective on civil-military engagement with AMISOM in Somalia and to establish and promote principles and practice for constructive and effective civil-military engagement in this context.

These guidelines are a non-binding and are based on internationally agreed policy guidance issued by the Inter-Agency Standing Committee (IASC). These include the Use of Military and Civil Defense Assets in Complex Emergencies (MCDA Guidelines, March 2003), the Inter-Agency Standing Committee Reference Paper on Civil-Military Relationship in Complex Emergencies (June 2004), and the Use of Military Armed Escorts for Humanitarian Convoys – IASC Discussion Paper and Non-Binding Guidelines (Revised in March 2013).

1.1 Purpose

In Somalia, interactions between humanitarian actors and AMISOM have been limited mostly due to the complex military and security environment. The lack of formal structures and guidance to discuss civil-military coordination issues and engage actors have led to an unstructured approach to humanitarian civil-military coordination.

These Somalia-specific civil-military coordination guidelines aim to guide and assure principled and structured interactions between humanitarian actors and AMISOM1 civilian, military and police2 components, in areas where AMISOM is currently operating in Somalia. The guidelines promote a constructive civil military coordination approach, the aims of which are to minimize the potential for competition and conflict between different actors working in the same geographical area, whilst minimizing duplication and disruption to each other’s activities.

1.2 Objectives

- Maintain a clear distinction between humanitarian actors and AMISOM to enable life-saving activities and alleviation of human suffering in Somalia in accordance with humanitarian principles.
- Establish information sharing and liaison arrangements, including the identification of clear focal points and specific criteria for the use of AMISOM Military and Civil Defense Assets (MCDA) in complex emergencies in accordance with globally agreed principles.
- Promote a consistent and coherent civil-military coordination approach amongst and between AMISOM and humanitarian actors.
- Promote timely humanitarian access to vulnerable people through dialogue with AMISOM.

1 Whilst these guidelines do not currently cover interaction with the Somali National Armed Forces (SNAF), it is envisaged that, when circumstances allow, the guidelines will extend to other military actors, including the SNAF.
2 AMISOM police component comprises of individual police officers and FPUs, refer to Section IV, Annexes
• Outline the scope of AMISOM engagement in direct and indirect humanitarian assistance, as well as infrastructure support activities and quick impact projects (QIPs).

1.3 Scope and applicability

These guidelines:

• Address civil-military coordination in a protracted complex emergency situation and contextualize the use of the MCDA guidelines³ in Somalia.
• Are developed under the mandate of the Humanitarian Country Team (HCT) and AMISOM. The UN Humanitarian Coordinator (HC) and AMISOM’s Special Representative of the Chairperson of the AU Commission for Somalia (SRCC)/Head of AMISOM are responsible for their implementation and application. By signing the guidelines, the various actors are expected to respect and ensure adherence to the principles and practices contained therein.
• Apply to relief, resilience and early recovery response activities undertaken in a highly volatile and insecure environment.
• Are applicable in AMISOM’s areas of presence in Somalia⁴, as well as to liaison/support offices of humanitarian actors and AMISOM based in Nairobi.
• Were written at a time when the AMISOM mandate was extended and apply until the time AMISOM ceases to exist.

1.4 AMISOM mandate and humanitarian action

AMISOM

The United Nations Security Council (UNSC) Resolution 2124 (2013) authorized Member States of the African Union to extend the deployment of AMISOM until 31 October 2014. Amongst the many tasks authorized, AMISOM is mandated with: providing protection to the Federal Government of Somalia (FGS) to help them carry out their Governmental functions; assisting in the implementation of the Somali national security plans through training and mentoring of the security forces of the FGS; contributing, as may be requested and within existing means and capabilities, to the creation of the necessary security conditions for the provision of humanitarian assistance; and, assisting the FGS to extend state authority in recovered areas.

Within its mandate, AMISOM performs some tasks that are of relevance to humanitarian operations. Such tasks include, most notably, AMISOM’s contribution to creating the necessary security conditions for the provision of humanitarian assistance⁵, and, as mandated by the UNSC resolution 2093, the development of an effective approach to the protection of civilians⁶, which

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⁴ Refer to AMISOM areas of responsibility in Annex III.

⁵ The United Nations Security Council resolution S/RES/2093 (2013), (Para 1 (e))

includes strengthening activities and operations that ensure the protection of children and women. Whilst AMISOM does not have a mandate for engaging in humanitarian activities or coordination thereof, AMISOM may, in specific circumstances, play an important role in such activities (refer to Section II – 2.5 AMISOM’s involvement in the provision of assistance).

Humanitarian Actors

The humanitarian community in Somalia is comprised of a diverse group of entities, including UN agencies, funds and programs; international and local NGOs; members of the Red Cross and Red Crescent Movement, and the Organization of the Islamic Cooperation (OIC)\(^7\). Whilst their activities and mandates may differ, all these humanitarian actors strive to provide humanitarian assistance in accordance with the principles of humanity, neutrality, impartiality and independence. Humanitarian coordination structures exist in the form of the HCT and the cluster system, under the leadership of the HC and with the support of OCHA. A strategic framework called the Somalia Consolidated Appeal Process (CAP)\(^8\) was also developed for 2013-2015. This tool has helped humanitarian actors identify the needs of the Somali people and it seeks to mobilize funds and resources required to address these needs. It is also important to underline that the UNSC Resolution 2102 of 3 May 2013 established the United Nations Assistance Mission in Somalia (UNSOM), and from 1 January 2014, as an integrated mission which includes the post of DSRSG/RC/HC, and decides that UNSOA shall be integrated within the framework of UNSOM, with the head of UNSOA continuing with designated reporting lines.

In order to maintain a coherent and consistent approach to civil-military relations and to safeguard humanitarian principles, OCHA is the designated UN focal point for Humanitarian Civil-Military Coordination (UN-CMCOORD), with primary responsibility for the mobilization of UN MCDA in a complex emergency\(^9\). OCHA has built a range of services to carry out its mandate, including the deployment of UN-CMCoord officers (and/or Focal Points) to field missions.

The OIC in Somalia has its own coordination structure, which includes several NGOs. Whilst, the guidelines have been developed primarily under the mandate of the HCT, its members and coordination structures, it is hoped the guidelines will in the future apply to other humanitarian coordination structures.

The International Committee of the Red Cross (ICRC) and the Somali Red Crescent Society (SRCS) operate independently from all other organizations, structures, and procedures, including those set out in these guidelines. However they do conduct coordination and liaison activities with all parties as required, to fulfill their mandates.

1.5 Best practices and reference policies and guidelines

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\(^7\) Created in 1969, OIC is an intergovernmental organization composed of 57 member states. It has established a Humanitarian Coordination Office in Mogadishu in March 2011. Several NGOs operate under the umbrella and the coordination of the OIC Somalia.


The guidelines draw upon the civil-military coordination experiences of other contexts and also upon existing international guidelines and policies such as the "Guidelines on the Use of Military and Civil Defense Assets to Support United Nations Humanitarian Activities in Complex Emergencies" and the "IASC non-binding guidelines on the use of armed escorts for humanitarian convoys" (February 2013).

SECTION II: Operational guidance

2.1 Coordination strategy

In Somalia, a “strategy of coexistence” applies due to the ongoing conflict and the need for humanitarian actors to remain distinct from military actors to prevent a blurring of lines. This strategy is mainly characterized by circumstances without common goals and actors merely operate side by side. In this instance, humanitarian civil-military coordination focuses on minimizing competition and conflict to enable different actors to work in the same geographical area with minimum disruption to each other’s activities.

2.2 Distinction of activities

A clear distinction is required between humanitarian actors and AMISOM in relation to their identities, functions, roles and mandates, especially where they operate in the same geographical area. Both sides must ensure a clear distinction of the other’s activities at all levels, and respect the following:

1) AMISOM arms should not be carried into humanitarian premises or means of transport (refer to section II – 2.4 Use of AMISOM escorts and assets).
2) Humanitarian activities carried out by humanitarian actors and assistance activities carried out by military or police actors should not be co-located.
3) Where possible, co-location of humanitarian and military or police actors in their respective premises or distribution sites should be avoided.
4) Actors should at all times maintain an appropriate and distinct dress that clearly indicates either military/police or civilian status.
5) Branding of relief supplies, humanitarian compounds, vehicles and aircraft must promote distinction of the respective identities.
6) AMISOM communications, including with the media, should make a clear distinction between its activities and humanitarian activities.

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10 The guidance contained in this section should be read in concert with principles and key concepts underpinning humanitarian action, reflected in section IV “Annexes”.
11 Refer to section IV, annexes, 4.1. definition of key terms.
12 Following the 19 June 2013 attack on the United Nations Common Compound (UNCC), UN humanitarian agencies have been relocated to the AMISOM protected area, the so-called MIA, to continue to deliver critical relief assistance with a minimal presence. Such co-location is intended to be temporary due to the exceptional circumstances and has been evaluated as a last resort option when other staff security mechanisms were considered unavailable, inadequate or inappropriate.
13 Refer to the particular status and role of the Information Support Team (IST) (company contracted by UNSOA providing strategic communications support to AMISOM and UNSOM), the latter should ensure a clear distinction when communicating activities of AMISOM.
7) Visits to respective premises should normally be arranged in advance in order to determine appropriate protocols and venues.
8) Correct use of protective emblems for medical personnel, medical transports and medical facilities must be done, as set out in the Geneva Conventions 1949.

2.3 Liaison arrangements and coordination structure

Liaison arrangements should facilitate coordination between AMISOM and humanitarian actors and should only be convened through identified interlocutors/liaison officers and established coordination mechanisms, in order to encourage a consistent and official approach.

For the humanitarian community: OCHA and its humanitarian affairs officers are the designated focal points for the humanitarian interactions with AMISOM on behalf of humanitarian actors. The OCHA UN-CMCoord (officer or focal point) advises the leadership of the humanitarian community and its members on humanitarian civil-military issues and facilitates the establishment, maintenance and review of the appropriate means and guidance on the engagement with AMISOM. The UN-CMCoord (officer or focal point) reports through the OCHA Head of Office to the HC. S/he supports the development and implementation of the guidelines and also monitors compliance with the guidelines.

For AMISOM components: AMISOM's CIMIC (J9) Unit with the support and close advice of AMISOM's Humanitarian Liaison Unit (HLU) is the main focal point to ensure daily interactions, especially at the field / operational level where CIMIC teams are deployed. The HLU advises AMISOM's leadership on humanitarian related issues and facilitates strategic interactions with humanitarian actors. The HLU also supports the development and implementation of the guidelines and monitors compliance with the guidelines. The HLU and CIMIC (J9) Unit work together to assure coherence in AMISOM's approach when interacting with humanitarian actors.

The Civil-Military Coordination Steering Committee: Focuses on current strategic issues and on foreseeable challenges. Chaired by AMISOM SRCC/Head of AMISOM and the Humanitarian Coordinator, the Steering Committee will be composed of AMISOM’s Force Commander (FC) and Police Commissioner (PC), the OCHA Head of Office and, AMISOM CIMIC and HLU and, OCHA UN-CMCoord (officer or focal point). It defines priorities and guides the work of the Civil-Military Coordination Group and of field liaison arrangements. It meets twice a year and on an ad-hoc basis, when required. Civil-Military Coordination Steering Committee will be held in Mogadishu at the most suitable venue at the time of the meeting.

The Civil-Military Coordination Group14: The group will serve to operationalize the Somalia-specific UN-CMCoord guidelines, including the organization of trainings, monitor its implementation, defuse tensions/conflicts and address issues related to field liaison arrangements, such as AMISOM-identified QIPs/projects that may have a humanitarian component. The group meets

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14 In 2012, the Civil-Military Coordination Group chaired by OCHA was set up in Mogadishu to engage with key AMISOM (civilian, military and police) and its main partners. The group conducts training session on civil-military coordination, helps build mutual understanding and addresses civil-military issues at the operational level. It is the first humanitarian civil-military coordination mechanism between humanitarian actors and AMISOM.
monthly. Civil Military Coordination Group meetings will be held in Mogadishu at the most suitable venue at the time of the meeting.

Field liaison arrangements: At the field level or sector level, OCHA field representation will develop field liaison arrangements together with the AMISOM CIMIC or liaison officer and AMISOM’s Humanitarian Liaison Unit, if present. The frequency of the meetings, areas of coordination, venue and participation/ membership is to be determined according to the particularities of the location. If OCHA is not present, the humanitarian community will identify a resident humanitarian organization to serve as the focal point for this purpose.

The table below summarizes the humanitarian civil-military coordination forums15 to be established:

![Image: Civil Military Coordination Forums between humanitarian actors and AMISOM in Somalia]

The UN-CMCoord (officer or focal points) together with AMISOM CIMIC and HLU will ensure an effective information flow between the coordination structures.

2.4 Use of AMISOM assets and escorts

Joint intervention/use of AMISOM assets

As a general principle, humanitarian actors should not carry out joint interventions (such as joint assessments or operations) with AMISOM, and AMISOM assets16 should not be used in support of

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15 Terms of reference (ToRs) will be developed for each coordination body after endorsement of the Guidelines. The TORs will be included in the annexes.
humanitarian activities. In the past, humanitarian organizations have used AMISOM assets without adequately applying global policies/guidelines on the use of MCDA in complex emergencies. Such bad practices could impact negatively on the perception of humanitarians as impartial and neutral actors in Somalia and may affect their ability to operate on the short, medium and long-term. For the same reasons, humanitarian actors should not use UN Mission assets\(^{17}\) that are predominantly tasked to support AMISOM operations and carry out military as well as civilian mission activities (e.g. UNSOA rotary winged flights to locations in southern and central regions).

However, there are exceptional circumstances when joint interventions and use of AMISOM assets may be considered. When taking such decision, all the conditions enumerated below should be met:

1) The urgency of the task at hand demands immediate action.
2) It is a matter of last resort whereby highly vulnerable people cannot be assisted or accessed by any other civilian means.
3) The joint intervention/use of AMISOM assets is based solely on humanitarian need.
4) The joint intervention/use of AMISOM assets will be clearly limited in time and scale to respond to the identified lifesaving needs

**AMISOM escorts**

As a general rule, humanitarian actors should not use AMISOM’s armed escorts\(^{18}\). The "IASC Non-Binding Guidelines on the Use of Armed Escorts for Humanitarian Convoys" (February 2013) serves as a reference document to ensure a principled approach is employed when AMISOM escorts are considered by humanitarian organizations in Somalia.

However, there may be times when the use of AMISOM’s armed escorts may be accepted a last resort option and when all of the following criteria are met:

1) There is an urgent and immediate humanitarian need where the lack of humanitarian assistance would lead to unacceptable human suffering.
2) The objective of the mission is purely humanitarian and the mission clearly maintains its humanitarian and civilian purpose.
3) AMISOM escorts can enhance the safety of humanitarian personnel and the capacity to provide assistance to intended people without compromising the security of disaster-affected people or other host communities.
4) The security situation in the location is such that there would be no other suitable alternative and the use of escort is therefore the last resort available.
5) The use of the AMISOM escort does not compromise the longer-term capacity of humanitarian actors to operate safely and effectively in any given area.

\(^{16}\) AMISOM assets can be categorized as follows (i) purely AMISOM assets provided by troop contributing countries; (ii) assets provided by the AU; (iii) UN assets provided to support AMISOM and tasked by AMISOM.

\(^{17}\) Use of such asset has to be carefully evaluated, including the impact at the local level.

\(^{18}\) Referring to the transport of humanitarian personnel in AMISOM armored personnel carriers (APCs) Casspirs; or any type of vehicles used by AMISOM and the provision of AMISOM armed personnel to assure the security of humanitarian convoy.
6) The decision to request or accept the use of AMISOM escorts must be made by humanitarian actors, not political or military authorities.

Process for requesting the use of AMISOM assets and escorts and to conduct joint interventions

1) All requests for the use of AMISOM assets and escorts or to conduct joint interventions must be channeled through OCHA using the form annexed to the guidelines;
2) OCHA coordinates with the HC, including the humanitarian clusters, to determine whether the request is considered last resort and meets the above mentioned criteria.
3) OCHA, in close collaboration with UNDSS, coordinates with AMISOM about the request, forwarding the request to AMISOM (J9) CIMIC and the HLU. The latter will check if all necessary information to make a decision is included.
4) Any decision by AMISOM to respond to requests by the humanitarian community is taken on a case-by-case basis in relation to available assets, priorities and costs.
5) After pre-clearance by AMISOM (J9) CIMIC, the request will be forwarded to the Deputy FC (operations) or AMISOM Police Commissioner or Civilian Chief of Staff depending on the type of support requested and final approval will be determined in coordination with the SRCC/Head of AMISOM. All requests carrying financial implications for AMISOM must be approved by the SRCC.
6) Security arrangements regarding the use of assets/escorts or conduct of joint interventions will be coordinated with UNDSS and the security officer/focal point of the requesting organization.
7) OCHA logs such requests and approvals and regularly reports to the HCT on the use of AMISOM assets and escorts as well as on joint interventions conducted.
8) Exceptions to this rule and procedure should always be based on consultation with the HC and require the HC’s exceptional approval. In such circumstances utmost care must be given to balancing security risks with program criticality.

Any request must be expedited over a period of 72 hours. Should there be an exceptional situation whereby humanitarian convoys require AMISOM escorts over a protracted period of time, the Civil-Military Coordination Group in close coordination with the DO and UNDSS will identify ways to facilitate further access to AMISOM escorts and establish the required coordination mechanisms.

2.5 AMISOM involvement in provision of assistance

Recognizing the primary responsibility of the state to provide assistance and protection to its citizens and that the humanitarian community does not have exclusive control over the provision of aid, should the need arise for AMISOM to engage in relief activities, specific conditions must apply. AMISOM should avoid any engagement in direct and indirect assistance activities, including the direct distribution of goods such as food aid or shelter materials and the provision of services such as medical assistance (e.g. out-patient departments) or transportation to affected people. Humanitarian work should be performed by humanitarian organizations, and recovery work should in most cases be performed by civilian entities outside AMISOM. However, these guidelines

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If the requesting organization cannot identify the OCHA UN-CMCoord (officer or focal point), it should seek guidance through appropriate forum, including the Security Management Team, the Area Security Management Teams, and/or UNDSS.

Refer to annex I
recognize that in certain and specific circumstances, AMISOM can engage in provision of assistance. The conditions that apply for AMISOM appropriate and justified engagement in relief activities are as follows:

1) A life-threatening humanitarian need is identified and requires urgent response.
2) No humanitarian actor is able to respond to this need in a timely manner or with equivalent expertise.
3) The assistance must be provided based on need, without discrimination of any sort.
4) The provision of assistance must not be used for other purposes, such as gathering intelligence, which might put disaster-affected people at risk.

The Civil-Military Coordination Group will liaise with AMISOM to keep abreast of assistance activities carried out by the mission. If any concerns arise, the Civil-Military Coordination Group will be the immediate responsible to find local solution and, if required, to formulate recommendations to the Civil-Military Coordination Steering Committee for its action. Regarding the QIPs specific AMISOM liaison arrangement would be established.

Quick impact projects

The AU defines QIPs as “rapidly implementable, small-scale activities of benefit for local population [which provide] an immediate impact and critical contribution aimed at promoting and facilitating the AU mission’s stabilization and peace building efforts. The projects furthermore serve to build confidence in the mission, its mandate, and in the peace process, thereby improving the environment for effective mandate implementation.”21

The AU guidelines on QIPs recognize that the phase of peace enforcement or peacekeeping as involving “either on-going combat operations where military only have access to the population or the area of operation has been cleared, but may not be fully accessible for humanitarian organizations. In such a context, when humanitarian actors might still be absent, the military might find themselves having to provide life-saving services and emergency relief to fill a gap. Humanitarian activities undertaken by the military should only be embarked on as an exception, in the absence of other specialized humanitarian actors.”22 The guidelines recognized that the phase of peace enforcement or peacekeeping as described above applies to areas where AMISOM is present.

The AMISOM Civil Affairs Section has been designated as the leading section responsible for the oversight implementation and management of QIPs. The latter will therefore assure that conditions applying for AMISOM appropriate and justified engagement in relief activities as listed previously are observed when selecting and reviewing QIPs. Compliance with the AU guidance will avoid duplication of efforts and the risk of “blurring the lines” between humanitarian actors and AMISOM in a context where such actions can negatively impact on the security of both beneficiaries and aid workers, and prevent humanitarian actors from implementing their activities.

Suggested best practices for implementation of QIPs:

21 AU definition of QIPs- QIPs and Peace Strengthening Projects – PSP, African Union Guidelines, revised draft 5 May 2013
22 Ibid
1) In exceptional circumstances as previously indicated in this document: AMISOM should undertake activities focusing on infrastructure support projects described as general services that facilitate relief (e.g. rebuilding of roads, bridges etc.), but are not necessarily visible to or solely for the benefit of the affected people, and avoid direct and indirect assistance activities.

2) **Systematic consultation:** QIPs coordination body or structures responsible for the selection and review of projects should share information as required with OCHA in support of a) smooth information sharing on humanitarian activities, b) identify QIPs which have a humanitarian component or character and ensure alignment with the guidelines, and c) liaise with humanitarian actors and clusters to verify if there is no duplication of efforts.

2.6 Humanitarian clusters’ coordination with AMISOM

Whilst cluster coordinators and co-coordinators are encouraged to interact with relevant AMISOM personnel, a clear separation between the roles of the two actors should be ensured in accordance with the following principles:

- OCHA UN-CMCoord (officer or focal point) is the primary interface providing guidance to cluster coordinators on how and whom to interact with in AMISOM and facilitating interactions with AMISOM if required.
- AMISOM personnel cannot be members of humanitarian clusters.
- AMISOM personnel may be invited to cluster meetings on a case-by-case basis, with the endorsement of cluster coordinators and members.
- If deemed necessary by cluster members, cluster coordinators may also be authorized to meet AMISOM outside cluster meetings.

2.7 Humanitarian participation in AMISOM coordination mechanisms

OCHA regularly represents the humanitarian community in relevant AMISOM internal coordination structures at the national level, including, but not limited to, the weekly AMISOM FC partners briefing and ad-hoc security related meetings. UNHCR is invited to attend the same forum in its capacity as the Protection Cluster lead agency. To avoid inconsistency and promote coherence, humanitarian organizations are requested to channel information and concerns through OCHA and the Civil-Military Coordination Group rather than incur in direct engagement with AMISOM.

AMISOM’s Humanitarian Affairs Unit together with the CIMIC (J9) unit will advise and provide guidance to AMISOM various components to ensure structured and coherent humanitarian participation in AMISOM’s coordination mechanisms.

2.8 Information sharing

Any information gathered by humanitarian organizations in fulfillment of their mandate that might compromise the impartiality and neutrality of humanitarian organizations should not be shared. Information exchanged between humanitarian organizations and AMISOM should always have a clear objective of protecting civilians and enhancing mutual understanding of roles and mandates. Exchange of information includes the following:
• Information about critical relief and humanitarian activities carried out by humanitarian actors that could be of relevance for AMISOM.
• General information about the assistance activities carried out by AMISOM.
• General information about threats to the safety and security of humanitarian actors.
• General information about threats to the civilian population and information on civilian harm relevant for the Civilian Casualty Tracking, Analysis, and Response Cell (CCTARC)\textsuperscript{23}
• Early warning of population movements or humanitarian needs arising as a consequence of ongoing and/or planned military operations.
• Information about mine action activities, including hazardous areas and types of mines and/or unexploded ordinance (UXO) found, response to mine victims, and mine risk education.

Humanitarian actors will not share information with AMISOM if they believe that this could jeopardize the safety of disaster-affected people or of humanitarian staff. As a rule of thumb, humanitarian actors will generally seek to protect the identity of affected people and staff (e.g. by not sharing identifiable details, such as names of individuals and institutions) and refrain from sharing information that could be used to inform military tactics. AMISOM will generally not share information with humanitarian actors if they believe it can affect the conduct of military operations and put the security of its personnel at risk. Both humanitarian and military actors will have to ensure confidentiality of information sources and evaluate carefully the impact of sharing specific types of information.

To avoid inconsistency when sharing information and promote a coherent and structured communication channel, OCHA and AMISOM CIMIC (J9) teams, with the support of the HLU, act as the primary focal points for information exchange between humanitarian actors and AMISOM. At the FHQ, OCHA UN-CMCoord (officer or focal point) and AMISOM HLU will advise and provide guidance. At the field level liaison arrangements established according to the local context – as specified in section 2.3. – will also determine the level and type of information to be shared.

2.9 Operational coordination in response to natural disasters

Somalia is vulnerable to recurring natural disasters, including riverine and flash floods and droughts. The risk posed by natural disasters in Somalia is accentuated by conditions of vulnerability and insufficient capacity for disaster risk reduction, mitigation, preparedness and response. The Federal Government of Somalia has in the past called upon military actors to respond to natural disasters\textsuperscript{24}. Where military and humanitarian actors are responding to natural disasters in the same geographical areas there is a need for effective humanitarian civil-military coordination that is guided by a strategy of coexistence. Therefore the same conditions mentioned under sections 2.4 and 2.5 are applicable in such situations.

2.10 Enhancing protection for civilians

\textsuperscript{23} Refer to section 2.10. Enhancing protection for civilians
\textsuperscript{24} E.g. FGS and Regional authorities have requested AMISOM support in response to floods in Beletweyne in September 2012 and in Jowhar in April/May 2013.
These guidelines are not intended to serve as a strategic framework for protection of civilians (PoC). However, due to concerns raised by humanitarian actors on the protection of civilians and the fact that the UNSC in its resolution 2124 (2013) requested AMISOM to develop an effective approach to the protection of civilians, the guidelines recognize the urgent need to enhance coordination between AMISOM and humanitarian actors on protection issues. The Protection Cluster will engage with AMISOM on issues related to child protection and gender-based violence to ensure that humanitarian protection priorities are systematically integrated into AMISOM’s operational responses. Protection priorities include:

- Sexual violence and sexual exploitation and abuse (SEA).
- Child protection, especially children associated with armed forces or groups.
- Mine action.
- Movements of people, including internally displaced persons and refugees.

A specific structure on Protection of Civilians will be established outside the humanitarian civil-military coordination framework to specifically address protection issues and to serve as an advocacy and information sharing platform. In 2014, AMISOM plans to establish a Civilian Casualty Tracking, Analysis, and Response Cell (CCCTARC). AMISOM military, police and civilian representatives staff the CCTARC. The cell is tasked with gathering and analyzing information on civilian harm in AMISOM’s areas of operations.

The focal point on all protection of civilians, gender and human rights matters in AMISOM is the Protection, Human Rights and Gender Section of the mission and humanitarian organizations may liaise with this Section as per regular coordination structures in place with AMISOM.

All civil-military interactions on protection issues will be guided by best practices and policies of the African Union and United Nations, as well as other internationally accepted standards.

2.11 Liaison with the SNAF and other Governmental lead agencies

Whilst these guidelines do not currently cover interaction with the SNAF, it is envisaged that, when circumstances allow, the guidelines will be extended and adapted to other military actors, including the SNAF, and as well to government departments, such as the Disaster Management Agency (DMA) that plays a coordination role. The Civil-Military Coordination Group will progressively include the SNAF CIMIC component into its discussions and meetings and engage them in the revision of these guidelines in the future.

SECTION III: Endorsement, implementation monitoring and dissemination

3.1 Endorsement and operational instructions

25 The design of this structure will be discussed after endorsement of the guidelines with relevant protection actors under the lead of the Protection Cluster considering current discussions on the implementation plan of the “AMISOM mission-wide protection of civilians strategy” approved by the AU in May 2013. The guidelines recommend that the structure is based Mogadishu to ensure better coordination with the Civil-Military Coordination Group.

26 See also the AU Protection of Civilians Policy and Aide Memoire; the Professional Standards for Protection Work carried out by humanitarian and human rights actors in armed conflict and other situations of violence (ICRC).
The guidelines are developed under the auspices of the HCT and AMISOM. The HC and AMISOM’s SRCC/Head of AMISOM are responsible for their implementation and application. By signing the guidelines, both the HC and the SRCC/Head of AMISOM make a commitment to respect and ensure respect for the principles and practices contained therein.

To ensure the full implementation of the guidelines, operational instructions will be issued by the AMISOM FC and the police commissioner to ensure a smooth dissemination at the force headquarters and sector levels. The HC will also issue a note to humanitarian actors and instruct UN agencies to promote their implementation and dissemination via the cluster system. Also, other documents, including SOPs and ToRs, would have to be developed and reviewed. Responsibilities and deadlines for the development and review of these documents which will be annexed to the guidelines are listed as follows:

<table>
<thead>
<tr>
<th>Document</th>
<th>Responsible</th>
<th>Consultation and endorsement process</th>
<th>Deadline after endorsement of the guidelines</th>
</tr>
</thead>
<tbody>
<tr>
<td>AMISOM provision of armed escorts to humanitarian convoys SOPs (Annex IV)</td>
<td>AMISOM FC and PC</td>
<td>SOPs to be drafted by AMISOM FC and PC offices in consultation with OCHA UN-CMCoord (officer or focal point) and UNDSS</td>
<td>1 month</td>
</tr>
<tr>
<td>AMISOM FC operational instructions (Annex V)</td>
<td>AMISOM FC</td>
<td>AMISOM FC to develop in consultation with CIMIC and HLU</td>
<td>2 months</td>
</tr>
<tr>
<td>AMISOM PC operational instructions (Annex VI)</td>
<td>AMISOM PC</td>
<td>AMISOM PC to develop in consultation with CIMIC and HLU</td>
<td>2 months</td>
</tr>
<tr>
<td>HC note to humanitarian organizations on humanitarian civil-military coordination and the guidelines (Annex VII)</td>
<td>HC</td>
<td>HC office to consult with OCHA and disseminate guidelines and note to humanitarian organizations</td>
<td>2 months</td>
</tr>
<tr>
<td>Coordination structures ToRs (Annex VIII)</td>
<td>OCHA UN-CMCoord (officer or focal point)</td>
<td>OCHA UN-CMCoord (officer or focal point) to develop and be approved by respective coordination structures members</td>
<td>3 months</td>
</tr>
<tr>
<td>Request form for the use of AMISOM assets and escorts and to conduct joint interventions (annex IX)</td>
<td>OCHA UN-CMCoord (officer or focal point)</td>
<td>OCHA UN-CMCoord (officer or focal point) to develop in consultation with FC and PC offices and CIMIC</td>
<td>1 month</td>
</tr>
</tbody>
</table>
3.2 Monitoring implementation and review

The Civil-Military Coordination Group will prepare bi-annual reports from the date of signature of the guidelines on the status of the implementation of and compliance with the guidelines. The reports will be disseminated to the HCT, the SRCC/Head of AMISOM, the FC and the PC. The reports will summarize issues raised bilaterally with OCHA or at regular coordination meetings, the compliance with the guidelines by AMISOM and humanitarian actors, training and awareness-raising activities on humanitarian civil-military coordination, recommendations on improving compliance with the guidelines and on expanding the outreach of the guidelines to SNAF and other military actors. When deemed necessary, the guidelines will be reviewed, taking into account new strategies, policies and guidelines that may have been developed during its drafting and implementation.

3.3 Training and awareness-raising on humanitarian civil-military coordination

Training provides a practical platform for effective dialogue between the humanitarian community and AMISOM and is a vital part of increasing understanding of the respective mandates, roles and professional cultures. In order to promote a coherent interpretation and application of the guidelines, AMISOM and humanitarian actors should ensure effective dissemination of the guidelines and guide their personnel and implementing partners in understanding the practical application of the guidelines.

Training and awareness-raising activities on humanitarian civil-military coordination in Somalia include:

- OCHA UN-CMCoord courses.
- Joint workshops on humanitarian civil-military coordination led by AMISOM J7/J9 and UNSOA’s training unit.
- OCHA participation in pre-deployment training (PDT) and induction sessions of new AMISOM troops, police and military.
- Briefings and updates on humanitarian civil-military coordination at key humanitarian coordination meetings.
- Training/workshops for humanitarian cluster coordinators.

All training delivered to AMISOM should be closely coordinated with AMISOM J7 and UNSOA’s training unit. AMISOM CIMIC teams should be among the main recipients of such training.

In addition, it is recommended that both humanitarian and military actors coordinate closely on specialized trainings in areas of common interest, such as protection of civilians, human rights or international humanitarian law. OCHA will ensure that training opportunities are communicated well in advance to relevant humanitarian actors.

3.4 Changes to this document

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27 Reference to the AU protection of civilians’ aide memoire & the AU guidelines and operational manual on QIPs
The guidelines in this document should be considered as a living document subject to changes, amendments and refinements upon agreement between HCT and AMISOM.
ANNEX I: Definition of key terms

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, minimize inconsistency, and when appropriate pursue common goals. Basic strategies range from coexistence to cooperation:

- Strategies of coexistence are characterized by circumstances where there are no common goals to pursue and actors merely operate side by side. In this instance, humanitarian civil-military coordination should focus on minimizing competition and conflict in order to enable the different actors to work in the same geographical area with minimum disruption to the other’s activities.
- Strategies of cooperation 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.

Complex emergency: A humanitarian crisis in a country, region or society where there is total or considerable breakdown of authority resulting from internal or external conflict and that requires an international response that goes beyond the mandate or capacity of any single and/or ongoing UN country program.

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

AMISOM components:

- **Military**: The military component is mandated to conduct peace support operations in Somalia and seeks to stabilize the situation in the country, creating the necessary conditions for the conduct of humanitarian activities. The component also provides protection to the country’s Federal Institutions as they carry out their functions; conducts training to the SNAF and helps secure Somalia’s key infrastructure.

- **Police**: AMISOM police component, headed by the AMISOM Police Commissioner, comprises of individual police officers and Formed Police Units (FPUs). Its role is to provide institutional capacity building to the Somali Police Force (SPF) as well as operational and security support. A co-location approach has been adopted by AMISOM Police and SPF with a focus on rebuilding its operational, training, administrative and management capacity; mobilization and management of resources to re-equip; and the maintenance of law and good public order.

- **Civilian**: In addition to security, AMISOM has a civilian component with the primary role of assisting the Federal Government of Somalia in re-establishing functioning state institutions. The component also works with all stakeholders to support dialogue and reconciliation in Somalia; coordinates the efforts of the military and police components in the implementation
of the country’s National Security and Stabilization Plan; and ensures the overall implementation of AMISOM’s mandate.

Two main sections/units within AMISOM of primary relevance for humanitarian actors are:

- **Humanitarian Liaison Unit (HLU):** This is a civilian unit within AMISOM serving as the main interface with humanitarian actors operating in southern and central zones. Among its tasks, the HLU supports policy development and advises AMISOM senior leadership on humanitarian related issues. It also advises and facilitates the use of AMISOM assets by humanitarian actors and undertakes, with the support of CIMIC, activities in accordance with its mandate and relevant civil-military coordination principles. HLU works together with J9 CIMIC.

- **J9 CIMIC:** This is a military branch of the AMISOM force. CIMIC has a presence at the FHQ and sector levels. It facilitates interactions of the force with communities and civilian entities and organizations. Among its tasks, CIMIC support the force in developing relationships with authorities and communities and identify projects, including QIPs, to support the mission’s objectives.

**Humanitarian assistance:** Aid to affected people that seeks save lives and alleviate suffering of crisis-affected people. Humanitarian assistance must be provided in accordance with the humanitarian principles of humanity, impartiality, operational independence and neutrality. Assistance can be divided into three categories based on the degree of contact with the affected people. These categories are important as they help define which types of humanitarian activities are appropriate to support with military resources under different conditions, where ample consultation has been conducted with all concerned to explain the nature and necessity of assistance. They are:

- **Direct assistance:** The face to face distribution of goods and services.
- **Indirect assistance:** At least one step removed from the affected population, usually involving activities such as transporting relief goods and personnel.
- **Infrastructure support:** Involves providing general services, such a road repair, air space management and power generation that facilitates relief, but not necessarily visible to or solely for the benefit of the affected people.

**Disaster:** A serious disruption of the functioning of society that 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.

**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.
**UN-CMCoord**: This 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 coexistence to cooperation. Coordination is a shared responsibility facilitated by liaison and common training.

**ANNEX II: Humanitarian principles and key civil-military coordination concepts**

By endorsing the guidelines, actors make a commitment to respect the following principles:

**Humanitarian principles**

The humanitarian assistance must be provided in accordance with the principles of humanity, neutrality, impartiality, and operational independence:

**Humanity**: Human suffering must be addressed wherever it is found, with particular attention to the most vulnerable among affected people such as children, women and elderly. The dignity and rights of all victims must be respected and protected.

**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.

**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.

**Operational independence**: Humanitarian action must be autonomous from the political, economic, military or other objectives that any actor may hold with regard to areas where humanitarian action is being implemented.

In determining whether and to what extent humanitarian actors should coordinate with military actors, one should be mindful of the potential consequences of perceived association or affiliation with the military or even with the perception of such an affiliation as these could jeopardize adherence to the humanitarian principles of neutrality and impartiality. Consideration, therefore, must be given to finding the right balance between a pragmatic and principled approach.

**Humanitarian access to vulnerable people**

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.\(^{28}\)

**Civil-military distinction in humanitarian action**

At all times, a clear distinction must be maintained between combatants and non-combatants – i.e., between those actively engaged in hostilities, and civilians and others who do not or no longer directly participate in an armed conflict (including the sick, wounded, prisoners of war and ex-combatants who are demobilized). International humanitarian law protects non-combatants by providing immunity from attack. Thus, humanitarian workers must never present themselves or their work as part of a military operation, and military personnel must refrain from presenting themselves as civilian humanitarian workers.

**Operational independence of humanitarian action**

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 organizations 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 people 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.

**Needs-based assistance free of discrimination**

Humanitarian assistance must be provided on the basis of needs, taking into account the local capacity already in place to meet those needs. The assessment of such needs must be independent and humanitarian assistance must be given without adverse discrimination of any kind, regardless of race, ethnicity, sex/gender, religion, social status, nationality or political affiliation of the recipients. It must be provided in an equitable manner to all populations in need.

**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

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situation must identify the most expeditious, effective and secure approach to ensure the delivery of vital assistance to vulnerable people. 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.

**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.

**Option of 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 available, and only the use of military and civil defense assets can provide unique advantages in terms of capability, availability, and timelines to meet a critical humanitarian need. The direct engagement in assistance activities by military actors should also be considered a last resort option especially when no civilian alternative is available, willing or able to save lives and alleviate human suffering. (see section “AMISOM’s involvement in the provision of assistance”)

**Civilian character of humanitarian operations**

Civilian character of humanitarian operations is emphasized. Civilian organizations must have the lead role in implementing humanitarian assistance, and in situation where military capacity or assets are used, their use should be time bound and in conformity with agreed principles that are clearly listed within the guidelines.

**Respect for culture and custom**

Respect and sensitivities must be maintained for the culture, structures and customs of the communities and countries where humanitarian activities are carried out. Where possible and to the extent feasible, ways shall be found to involve the intended beneficiaries of humanitarian assistance and/or local personnel in the design, management and implementation of assistance, including in civil-military coordination.

**Gender equality**

In accordance with international humanitarian law and other pertinent documents and policies such as the IASC Gender Handbook in Humanitarian Action, civil-military coordination mechanisms and

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actions must consider the differential impact of crisis on women and men, boys and girls, whose capacities, coping strategies, roles and constraints differ. The protection, dignity and rights of all, need to be respected equally and without discrimination. Efforts to involve greater number of women at all levels of decision-making and in emergency responses are to be encouraged and specific steps need to be taken to protect women and girls from any gender-based violence in the crisis situation. All data gathered and shared must be gender disaggregated.

ANNEX III: AMISOM Military Sectorisation

AMISOM is divided in six sectors:

- Sector 1: Covering Banadir, Lower Shabelle, Middle and Lower Juba east of River Juba.
- Sector 2: Covering Lower and Middle Juba west of River Juba.
- Sector 3: Covering Bay, Bakool and Gedo
- Sector 4: Covering Hiraan, Galgaduud including Xaradhere
- Sector 5: Middle Shabelle
- Sector Kismayo: Kismayo town

AMISOM Force Headquarters (FHQ) is composed of the following entities:

<table>
<thead>
<tr>
<th>J1</th>
<th>Personnel and manpower</th>
</tr>
</thead>
<tbody>
<tr>
<td>J2</td>
<td>Information</td>
</tr>
<tr>
<td>J3</td>
<td>Operations</td>
</tr>
<tr>
<td>J4</td>
<td>Logistics</td>
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<tr>
<td>J5</td>
<td>Plans and programs</td>
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<tr>
<td>J6</td>
<td>Command, control and communications</td>
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<tr>
<td>J7</td>
<td>Training</td>
</tr>
<tr>
<td>J8</td>
<td>Resources</td>
</tr>
<tr>
<td>J9</td>
<td>Civil-military cooperation / outreach</td>
</tr>
</tbody>
</table>
ANNEX IV: AMISOM provision of armed escorts to humanitarian convoys standard operating procedures (SOPs)

ANNEX V: AMISOM Force Commander operational instructions

ANNEX VI: AMISOM Police Commissioner operational instructions

ANNEX VII: HC note to humanitarian organizations on humanitarian civil-military coordination

ANNEX VIII: Coordination structures ToRs

ANNEX IX: Request form for the use of AMISOM assets and escorts and to conduct joint interventions