National Guidelines for the Coordination
Between Humanitarian Actors and
the United Nations Organization Stabilization Mission
in the Democratic Republic of the Congo

The National Guidelines for the Coordination between Humanitarian Actors and the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) were developed at the request of the Humanitarian Country Team (HCT) and approved by them on 06 August 2014. They replace the previous "Guidelines for Interaction between MONUC Military and Humanitarian Organizations", dated June 2006.

The Guidelines have been developed by a Working Group, which included broad representation from the humanitarian community as well as MONUSCO. The purpose is to provide succinct operational guidance on relations between MONUSCO and humanitarian actors in DRC, strengthen the coordination of activities, ensure preservation of humanitarian space, access and the upholding of principles and hence avoid conflict between the actors.

The Guidelines are based on a spirit of mutual respect for the diversity of mandates and objectives that exist within the humanitarian community as well as the various MONUSCO sections and components. They are intended to facilitate effective relations between diverse actors, and provide structured guidance on how to approach sensitive issues within a highly complex environment. They intend to help resolve constraints, and provide the basis for discussions on a common operational framework for the way in which humanitarian actors engage with MONUSCO.

Martin Kobler
Special Representative of the Secretary-General (SRSRG)

Lieutenant General Carlos Alberto dos Santos Cruz
Force Commander (FC)

Moustapha Soumaré
Humanitarian Coordinator (HC)/Deputy SRSG/Resident Coordinator (RC)
National Guidelines for the Coordination between Humanitarian Actors and the United Nations Organization Stabilization Mission in the DRC

SECTION 1: Background and Purpose

Background
In contexts where the United Nations has established peacekeeping or political missions which operate in the same country as UN agencies and non-governmental organisations conducting humanitarian action (and hereafter referred to as “humanitarian actors”) the United Nations Secretariat and the Inter-Agency Standing Committee (IASC) have established reference documents for civil-military coordination.

United Nations peacekeeping missions such as MONUSCO have a political and military mandate which can mean that some of their positions or activities are not considered neutral by all parties in the country. For the humanitarian community, adherence to the humanitarian principles of neutrality, humanity, impartiality and operational independence are the critical means by which they gain the acceptance of and access to all parties as well as to the community they serve enabling them to achieve the primary objective of providing assistance and ending suffering wherever it is found.

Purpose
Acknowledging the need for both humanitarian actors and MONUSCO to operate effectively within the same environment, the Guidelines aim to provide operational guidance for constructive coordination between humanitarian actors and MONUSCO, avoid conflict between them, strengthen the coordination of activities and ensure preservation of humanitarian space and access – all while adhering to humanitarian principles.

Objectives
1. Promote a consistent and constructive coordination approach between humanitarian actors and MONUSCO
2. Maintain clear distinction between humanitarian actors and MONUSCO to enable life-saving activities and alleviation of human suffering in accordance with humanitarian principles
3. Establish information sharing and liaison arrangements, including the identification of clear focal points and specific criteria for the use of MONUSCO Military and Civil Defence Assets (MCDA) in accordance with globally agreed principles for such use in complex emergencies
4. Outline the parameters of MONUSCO engagement in direct and indirect assistance, as well as infrastructure support activities and Quick Impact Projects (QIPs)
5. Ensure the existence of a mechanism to monitor the application and respect of these Guidelines and resolve issues that may arise in this regard

Scope/applicability
The Guidelines have been developed jointly by the Humanitarian Country Team (HCT) and MONUSCO under the auspices of the Working Group on the Preparation of Guidelines for Coordination between Humanitarian Actors and MONUSCO. They are consistent with key United Nations (and specifically DPKO) and IASC policies on civil-military coordination.¹

They apply to humanitarian responses of members of the Democratic Republic of Congo Humanitarian Country Team in both complex emergencies and natural disaster contexts and to all operations and activities conducted by MONUSCO.

These guidelines have been endorsed by the Humanitarian Country Team, the UN's Special Representative of the Secretary General (SRSG) and the Force Commander. The Guidelines apply to all members of the Humanitarian Country Team as well as all MONUSCO staff (civilian and military). They do not address coordination within MONUSCO. They also do not apply to the interaction between humanitarian actors or MONUSCO with national security forces or non-state armed groups.

In accordance with international humanitarian law and other relevant legislation, policies and guidance, such as the IASC Gender Handbook in Humanitarian Action, civil-military coordination mechanisms and actions are to consider the differential impact of crisis on women and men, boys and girls, whose capacities, coping strategies, roles and constraints may substantially differ.

Stated purpose of MONUSCO

MONUSCO has a Chapter VII Mandate that aims to create a secure, stable and conducive environment for the establishment of lasting peace and stability in eastern DRC. The Mission, which comprises both military and civilian capabilities, aims to achieve this objective through three priorities: protection of civilians, stabilization of conflict affected areas and support to the implementation of the Peace Security and Cooperation Framework for the DRC and the region. Each of these three priorities subsumes a wide range of tasks, including the neutralization and disarmament of armed groups in order to reduce the threat they pose to state authority and civilian security in eastern DRC, and to make space for stabilization activities. Ultimately the mission aims to create an environment where the Government will have established its control over the entire territory, and where the State will govern according to standards of democratic accountability, respect for human rights, maintaining security within its borders, protecting civilians from armed violence and maintaining peaceful relationships with neighbouring States.

MONUSCO performs tasks that have relevance and are complementary to humanitarian activities, most notably the mission's contribution to providing a safe and secure environment for humanitarian actors the protection of civilians, restoration of state authority as well as the promotion and monitoring of human rights.

Stated purpose of humanitarian actors

The humanitarian community is made up of a diverse range of entities, including United Nations agencies, funds and programmes, other inter-governmental organizations, NGOs and other actors. While mandates and activities may differ, all are united by their commitment to providing humanitarian assistance in accordance with the principles of humanity, neutrality, impartiality and independence. Most coordinate their activities primarily through mechanisms managed by OCHA and through the cluster approach. NGOs also regularly coordinate amongst themselves. On behalf of the Humanitarian Coordinator, OCHA is also the humanitarian community's designated focal point for liaison and

Policy Direction on Quick Impact Projects (2013). It should be noted the majority of global civil-military guidance documents are non-binding, but considered best practice.

Some humanitarian actors (e.g. ICRC) coordinate with MONUSCO following its own specific modalities according to their mandate

These guidelines, like global civil-military guidelines, are non-binding, but represent agreed best practice in DRC.

Inter-Agency Standing Committee, Gender Handbook in Humanitarian Action, December 2006

See Annex 6 Key Concepts

Particularly through the use of the Force Intervention Brigade

S/RES/2147 (2014) par. 3-5, 23-28, 33

As per agreement among UN Member Provincials (A/RES/48/192 and A/RES/58/114)
coordination between MONUSCO and humanitarian actors in general, and for civil-military coordination in particular. This does not exclude humanitarian actors directly liaising with MONUSCO.

**Key Definitions**

**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 United Nations country programme.  

**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, or whether developing suddenly or as the result of long-term processes, but excluding armed conflict.

**Distinction**: The principle establishing the need for clear distinction between military activity and humanitarian assistance. Its absence can hamper aid delivery, create access problems and threaten the security of humanitarian personnel. Effective coordination ensures humanitarian action is seen as distinct while also identifying areas where civil military interaction is possible.

**Last Resort**: The principle establishing that the use of military assets, armed escorts, joint humanitarian-military activities and any other actions involving visible interaction with the military must be options 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.

**Military and Civil Defence Assets**: MCDA, as defined in the 1994 “Oslo Guidelines”, comprise relief personnel, equipment, supplies and services provided by foreign military and civil defence organizations for international humanitarian assistance. Furthermore, civil defence organization means any organization that, under the control of a government, performs the functions contained in Article 61, paragraph (1) of Additional Protocol I to the Geneva Conventions of 1949.

**SECTION II: Operational Guidance**

**Coordination strategy**

While MONUSCO and humanitarian actors operate in the same complex environment, humanitarian actors and MONUSCO are pursuing different mandates and objectives, and have distinct strategic planning processes. A strategy of co-existence aims to minimize 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, maintaining a clear distinction between humanitarian and political or military activities. Humanitarian actors are not tasked by MONUSCO, and vice versa.

**Coordination structure**

It is the role of the triple-hatted DSRG/RC/HC to ensure strategic coordination between the humanitarian actors and MONUSCO.

---

9 UNOCHA Ref 2013/1 Policy Instruction OCHA’s roles and responsibilities in Humanitarian Civil-Military Coordination 22 Feb 2013
10 IASC Reference Paper on Civil Military Relationship in Complex Emergencies, 28 June 2004, p. 8
11 OCHA on Message: Civil-Military Coordination, November: 2013
14 See also diagram in Annex 1
OCHA is the designated focal point for the Mission's liaison with humanitarian actors, at the national and provincial levels. This should not discourage other humanitarian actors contacting MONUSCO personnel as required. At the Kinshasa level, OCHA's engagement with MONUSCO takes place through the appropriate MONUSCO section. At the provincial level, OCHA's engagement with MONUSCO takes place officially through the MONUSCO Head of Office, with Civil Affairs Section being the designated representative of the Mission on humanitarian issues. Coordination of humanitarian actors with MONUSCO military takes place through the Military Advisor at the national level. At the provincial level, coordination takes place through the Head of Office to the Brigade/Sector Commander. In addition to the primary coordination mechanisms, interaction on specific thematic issues particularly at field level should take place between relevant MONUSCO components and specific humanitarian actors in line with agreed policies on information-sharing (see below).

*Humanitarian participation in MONUSCO-led coordination mechanisms*
OCHA and relevant UN agencies, funds and programmes are regularly invited to represent humanitarian actors in MONUSCO internal coordination structures at the national level, including but not limited to the daily JOC meeting, Protection Working Group, Senior Management Group on Protection (SMG-P), Operations Management Group and ad hoc Crisis Management Team meetings. UNHCR is generally invited to attend the same fora in its capacity as Protection Cluster lead. At the provincial level, OCHA and other protection-mandated United Nations entities similarly participate in the Senior Management Group on Protection-Provincial (SMGP-P) and other task forces related to protection of civilians. Other humanitarian organizations are also invited where relevant.

*MONUSCO participation in humanitarian clusters*
Cluster lead agencies and co-leads are responsible for consulting with cluster members on the level of inclusion of MONUSCO civilian personnel in cluster meetings, processes and so forth. Certain MONUSCO components or sections engage with humanitarian clusters. As a rule clusters are humanitarian fora which take place without the participation of military actors including MONUSCO. MONUSCO military or civilian sections are invited on an as-needed basis by cluster coordinators to address certain issues.

*Protection of Civilians (PoC)*
While they have different conceptual and operational approaches, both MONUSCO and humanitarian actors are concerned with the protection of the civilian population in situations of armed conflict and undertake activities that can complement each other. As with other areas of coordination, a clear distinction needs to be maintained between the two actors' roles. At the same time, coordination between humanitarian actors and MONUSCO on PoC issues is essential to ensure timely two-way information exchange and early warning, consultative analysis particularly on contingency planning before military operations, prioritization of geographical and thematic issues, and distinction of activities in the field, taking into account different organizational approaches and mandates.

MONUSCO and the Protection Cluster will ensure regular consultation on their respective protection strategies, policies and thematic guidelines on issues of mutual relevance. MONUSCO and the Protection Cluster will share information on protection concerns and protection analyses. UNHCR as the Protection Cluster lead will in particular ensure that protection priorities are transmitted to MONUSCO through reflection in tools such as the protection matrix at the provincial level. Sharing of sensitive

---

15 For example the Office of the High Commissioner on Human Rights (OHCHR), in its own capacity and not as part of MONUSCO, is a standing member of the Comité Permanent Inter-Agences (CPIA) and of the Protection Cluster

16 Namely the UN Wide System Strategy for the Protection of Civilians in the DRC and the Protection Cluster
information concerning individual cases will be done in compliance with principles of confidentiality, free and informed consent of the persons involved, the principles of ‘do no harm’ and duty of care.

UNHCR, as the protection cluster lead, other protection-mandated agencies/organizations (including UNICEF for child-protection and child DDR related issues) and MONUSCO will ensure the coordination of response to protection needs as per respective mandates.

**Distinction of activities and assets**
Global civil-military guidance generally discourages the co-location of military and humanitarian actors in complex emergencies.\(^{17}\) Since the behaviour of one agency may have an impact on the perception of the broader humanitarian community, it is important to ensure all such considerations are reviewed prior to decisions/implementation.

Civil-military principles\(^{18}\) require a clear distinction of the identities, functions and roles of humanitarian actors and those of MONUSCO. In order to prevent a blurring of lines between the humanitarian community and MONUSCO, both must ensure distinction of each other’s activities at all levels by respecting the following:

- Arms should never be carried in humanitarian premises or transport
- Identification of staff, relief supplies, premises, vehicles, boats, aircraft and dual use assets (e.g. Unmanned Aerial Vehicles) should promote distinction of respective identities
- Communication materials and strategies as well as public statements should be distinct and ensure clarity of purpose and/or mandate\(^{19}\)

**Use of MONUSCO assets**
As a general rule, to ensure distinction between military and humanitarian actors, humanitarian actors should not use MONUSCO’s military assets. The use of such assets should only be considered by humanitarian actors as a last resort under exceptional circumstances, in line with all of the following guiding principles and criteria\(^{20}\):

- The objective of the mission is humanitarian, and it clearly maintains its humanitarian and civilian character
- There is an urgent and immediate humanitarian need (representing an agreed HCT priority)
- There is no comparable humanitarian alternative
- A decision to request the use of armed escorts must be made by humanitarian organisations, not political or military authorities, and based solely on humanitarian criteria
- The use of the asset/escort is limited in time and scale, with a clear exit strategy agreed at the outset of the request
- The use of the asset/escort does not compromise humanitarian actors’ longer-term capacity to operate safely and effectively\(^{21}\)

---

\(^{17}\) IASC - Civil Military Guidelines and References for Complex Emergencies

\(^{18}\) IASC - Civil Military Guidelines and References for Complex Emergencies

\(^{19}\) The HCT position on distinct communications states that in order to preserve the principle of distinction, communications materials from MONUSCO should not contain reference or images of humanitarian activities conducted by UN agencies e.g. school material distribution

\(^{20}\) For more details, see also the newly revised IASC Non-Binding Guidelines on the Use of Armed Escorts for Humanitarian Convoys, 27 February 2013

\(^{21}\) Where the use of an MONUSCO asset or armed escort could have a negative impact on the neutral perception of humanitarian workers, the agency making the request will be asked to develop appropriate mitigating measures (see Annex 2)
Any decision by MONUSCO to respond to requests by humanitarian actors will be taken on a case-by-case basis in relation to available assets, priorities and costs (which, after prior consultation, may in some cases be recovered from humanitarian actors). Humanitarian actors are responsible for engaging either bilaterally with OCHA or through appropriate forums to determine whether a request can be considered a “last resort” by meeting all of the above criteria. OCHA should report regularly to the HCT on the use of MONUSCO assets and armed escorts.

A. Use of MONUSCO civilian assets
At the national level, OCHA’s engagement with MONUSCO takes place through the appropriate MONUSCO section which then passes any request of assistance to the Mission Support Centre for the use of MONUSCO civilian assets.

At the provincial level, OCHA’s engagement with MONUSCO takes place through the Head of Office as the official focal point. With the approval of the Head of Office, the Civil Affairs Section as representative of the Mission on humanitarian issues will pass requests of assistance to the Field Office Logistics Ops.

B. Use of MONUSCO military assets, including escorts
At the national level, OCHA’s engagement with MONUSCO takes place through the Military Advisor in Kinshasa as the primary focal point who then passes any request of assistance to the FHQ G3 Branch for the use of military assets, including the use of armed escorts.

At the provincial level, OCHA engagement with MONUSCO takes place through the Head of Office as the official focal point and Civil Affairs Section as noted in the previous paragraph. Civil Affairs passes any request for military assets to the Brigade or Sector Commander.

With respect to the carriage and use of weapons by armed escorts, humanitarian convoys must retain their civilian nature and character. Weapons and uniformed personnel should remain in the separate vehicles providing the escorts. In order to give visibility to the civilian character of humanitarian convoys, vehicles, other than the ones used to transport weapons and uniformed personnel, may be clearly labelled with “No Weapons” markings.

Use of humanitarian assets by MONUSCO
As a general rule, to ensure distinction between MONUSCO and humanitarian actors, MONUSCO should not use humanitarian assets (vehicles, boats, aircraft or installations).

MONUSCO UN CICIM activities/Quick Impact Projects
In line with DPKO’s global Civil-Military Coordination policy and UN guidelines on Quick Impact Projects, MONUSCO should only engage in the provision of relief assistance as a last resort. OCHA designated personnel, at the national and provincial levels will be available to participate in QIPs’ committee meetings.

In the first instance, humanitarian work should be performed by humanitarian organizations. Insofar as military organizations have a role to play in supporting humanitarian work it should be primarily focused

---

22 For example a MONUSCO charted white helicopter piloted by civilians
23 In simple terms, a military asset is any equipment operated or mainly used by the Force e.g. a South Kivu Brigade truck for carrying troops, or an attack helicopter
24 DPKO Civil-Military Coordination in UN Integrated Peacekeeping Missions (UN-CICIM)
25 DPKO Policy Directive on Quick Impact Projects
26 Amended Standard Operating Procedures on Quick Impact Projects, 30 November 2011
on helping to create a safe and secure environment to enable humanitarian action and the protection of civilians.

MONUSCO does not have any mandate for leading or undertaking of humanitarian activities or coordination. Nonetheless, the use of Quick Impact Projects (QIPs) for identified infrastructure needs may be appropriate provided it is not duplicative of activities of humanitarian actors. MONUSCO will also ensure coordination with relevant development actors in this regard. Specifically, MONUSCO should avoid engaging in direct relief assistance efforts. Further, when asked by civilian populations about humanitarian issues, MONUSCO should direct such enquiries to OCHA or the most relevant aid agency present. MONUSCO should only engage in direct relief assistance in exceptional circumstances and as a last resort, at the request of and in coordination with the HCT based on identified needs and gaps. This also applies to any natural disaster relief efforts.

When MONUSCO is requested by humanitarian actors to support activities (e.g. transportation of goods or provision of armed escort, road repair, establishment of communication networks, etc.), such requests will follow agreed procedures as outlined under the point ‘Use of MONUSCO Assets’. As described earlier, MONUSCO will evaluate and respond to each request on a case-by-case basis, in accordance with its own priorities and capacities. MONUSCO can and does provide infrastructure assistance in support of local communities.

**Natural Disasters**

In the event of a natural disaster, the use of MONUSCO assets such as armed escorts to provide security for humanitarian activities represents a last resort. In addition to existing guidelines, this should be in line with government contingency plans, which may include the involvement of the Forces Armées de la RDC (FARDC) and Police Nationale Congolaise (PNC) e.g. RDC Government National Contingency Plan for Assistance in Case of Catastrophes (Plan ORSEC), March 2012.

**Casualty and Medical Evacuation**

Casualty and medical evacuation of MONUSCO and UN personnel using MONUSCO assets is managed and coordinated by MONUSCO. Casualty and medical evacuations for humanitarian purposes involving non-UN personnel are coordinated by humanitarian actors. In circumstances where the humanitarian community cannot support due to mandate, operational principles or resources, it may request MONUSCO assistance, coordinated through the MONUSCO provincial Head of Office. In the case that MONUSCO requests assistance from humanitarian actors for casualty and medical evacuations, MONUSCO will comply with the humanitarian actors’ security protocols.

**Information-sharing**

The sharing of appropriate information between humanitarian actors and MONUSCO should occur in a timely and efficient manner. OCHA and appropriate MONUSCO sections in Kinshasa or the MONUSCO provincial Head of Office/Civil Affairs Section, act as the primary focal point for information exchange between humanitarian actors and MONUSCO. This will ensure a proper flow of information on relief and humanitarian activities with relevance for both actors and on threats to the safety and security of humanitarian actors, MONUSCO or the civilian population.

On security issues, humanitarian actors and MONUSCO will coordinate in the framework of the regular Security Management Team (SMT) at the national level and the Integrated Area Security Management Team (IASMT) at provincial levels. OCHA, where present, will serve as the main interface between non-

---

27 Direct assistance is the face-to-face distribution of goods and/or through local organizations/contractors
UN humanitarian actors and MONUSCO on security issues. Furthermore, MONUSCO’s Joint Mission Analysis Cell (JMAC) gives, on a weekly basis, a security briefing in Kinshasa to the Humanitarian Advocacy Group (HAG). CIMIC Officers or any other designated officer from MONUSCO will be in charge of briefing humanitarian actors about security issues when attending periodical meetings.

In areas of military operations\(^{29}\), humanitarian actors and MONUSCO may reach specific local agreements on security procedures for movements in the field. Under these restrictions, and provided conditions mentioned below are met, humanitarian actors and MONUSCO may, for instance, exchange on:

- Information relevant to the security situation in the area, both for the population and for humanitarian actors
- Estimated military operating theatre as well as estimated time for the start of military operations, especially when they are of a nature to put humanitarian actors at risk
- Humanitarian actors’ personnel and vehicle movement
- Mine action activities including hazardous areas and types of mines/unexploded ordnance (UXO) found, response to mine victims, and mine risk education
- Population movements
- Post-strike information: information on strike locations and explosive munitions used during military campaigns

There are situations where either humanitarian actors or MONUSCO possess information that is confidential and cannot be shared with others without compromising the identity of the source or exposing individuals to potential risk. In such cases, it is understood that such information will not be shared between humanitarian actors and MONUSCO ("do no harm" policy).

Humanitarian actors might not share information of a nature to compromise, when transmitted, their independence, neutrality, impartiality or their security in the field (for instance certain information relating to political or military positions of non-state armed actors that could be used to inform military tactics, or locations of civilian populations if such information might be used by non-state armed actors).

For the purpose of the monitoring and reporting, mechanisms such as the Monitoring, Analysis and Reporting Arrangements (MARA)\(^{30}\) and the Monitoring and Reporting Mechanism (MRM)\(^{31}\), information on names of perpetrators, as well as case data including names of victims and witnesses, or any other potentially identifying information will be shared on a need-to-know basis and only with members with verification responsibilities within the respective taskforces.

MONUSCO might not share some confidential information relating to certain military operations, notably details about planned operations. MONUSCO may not share information if doing so would be considered a breach of the confidentiality of a source and could endanger them.

Training
Training, engendering mutual respect, provides the foundation for effective dialogue between the humanitarian community and MONUSCO, and is a vital part of increasing an understanding of respective mandates, ways of working, and professional cultures.

---

\(^{29}\) MONUSCO will act to minimize the risks to the civilian population of their own ops or FARDC ops supported by MONUSCO

\(^{30}\) MARA, see Annex 6

\(^{31}\) MRM, see Annex 6
In order to promote a coherent interpretation and application of civil-military principles, both actors should ensure an effective dissemination of these guidelines and other relevant references regarding the coordination between humanitarians and MONUSCO. Both actors should further guide their personnel in the practical application of these guidelines and principles. This could include joint trainings led by OCHA and MONUSCO, as needed. In addition it is recommended that both actors coordinate on specialized trainings in areas of common interest such as protection of civilians, human rights or international humanitarian law.

Monitoring and Resolution of Issues

Incidents involving MONUSCO or humanitarian actors in which these Guidelines appear to have been breached should be documented and reported as soon as possible to OCHA, either to the provincial office or country office.

Where such cases cannot be resolved, or if a party to these Guidelines fails to act in accordance with them, the issue shall be referred by OCHA to the HCT for amicable resolution. Any actor involved may raise the issue for consideration and such incidents should be reviewed on a periodic basis.

SECTION III: Annexes

Annex 1: Coordination Structure

Annex 2: The Use of Escorts

Annex 3: References/applicable global guidance

Annex 4: Abbreviations

Annex 5: Humanitarian Principles

Annex 6: Key Concepts
Annex 1: Coordination Structure (as described in section entitled Coordination Structure)

Note: there may be circumstances, such as a rapidly deteriorating security situation, where local coordination between humanitarians and the COB/TOB commanders is necessary which will not follow the structure above.
Annex 2: The Use of Escorts

1. To request the use of military escorts the flowchart at Annex B of the [IASC Non-Binding Guidelines on the Use of Armed Escorts for Humanitarian Convoys](https://www.ishare.org/deploy/iasc/nb guideline use of armed escorts). dated 27 February 2013 should be used in order to confirm that the guidelines have been correctly applied.
8. Are the host authorities insisting that your agency use armed escorts?  
   Yes  (for the following reasons)  
   To ensure the safety and security of your organisation.  
   To monitor or control the activities of your organisation.  
   To further their political or military objectives.  
   No  

Move on to the next set of questions.

9. If armed escorts are imposed by a host authority for any reason, it is incumbent upon humanitarian agencies to enter into negotiations to counter this imposition. To the extent possible, agencies should agree to and present a collective position against the imposition of armed escorts, to strengthen their position and prevent potential punitive actions against individual organisations. The following arguments can be made to counter the above points.

   Security for humanitarian agencies is based largely on local acceptance, which is maintained in large part by perceived neutrality. The acceptance of an escort may put us more at risk.

   Humanitarian agencies provide impartial assistance to the most vulnerable—often in areas outside the host authority’s control. An armed escort may result in the loss of that access.

   According to our principles and guidelines, the decision to request or accept the use of armed escorts must be based solely on humanitarian criteria.

10. Has the decision-making authority within your agency consulted widely regarding its position on the use of armed escorts? (See Section V, part 4, points 5.4.1 & 5.4.2, pp. 9 & 10)  

Yes  

See Section V of the guidelines before proceeding.

No

11. When and where the decision to use armed escorts has been made by multiple agencies (either UN or non-UN), has the Humanitarian Country Team (HCT) done the following? (See Section V, part 4, point 5.4.3, pp. 10-11)  

Yes

Establish a common humanitarian position on armed escorts and issue humanitarian operational guidance on the use of armed escorts for humanitarian convoys.

Examine, and when possible come to agreement on, whether or not to enter into a financial arrangement for the provision of armed escorts.

Develop position paper and/or country-specific guidelines on humanitarian civil-military interaction, to include the operational guidance on the use of armed escorts for humanitarian convoys.

Monitor the use and impact of armed escorts and the application of humanitarian operational guidance or country-specific guidelines. Revise existing procedures and adjust as necessary.

No

See Section V, part 4 of the guidelines before proceeding.
12. Has your agency and/or the HCT considered whether the use of armed escorts may make humanitarian action more difficult in the future? (See Section V, part 5, p. 11)

   Yes

   No

   See Section V, part 5 of the guidelines before proceeding.

13. According to the above steps you have taken, can you confirm that your decision to use an armed escort is solely made according to humanitarian criteria? (See Section VI, part A, p. 12)

   Yes

   No

   Do not proceed with the use of armed escorts, and reevaluate your mission.

14. According to the guidance given in Section VI, part B, p. 12, have you taken the necessary precautions to ensure that the humanitarian identity of your convoy is preserved?

   Yes

   No

   See Section VI, part B of the guidelines before proceeding.

15. According to the guidance given in Section VII, pp. 12-15, have you ensured all necessary steps have been taken when selecting, negotiating and preparing to use the armed escort?

   Yes

   No

   See Section VII of the guidelines before proceeding.

16. According to the guidance given in Section VIII, p. 15, does your agency have a strategy for discontinuing the use of the escort?

   Yes

   No

   Establish a plan for the discontinuation of the use of armed escorts according to the guidance given in Section VIII, p. 15, before proceeding.

All steps have been taken to ensure that the decision to proceed with an armed escort has been made according to the criteria laid out in these guidelines.
2. Should the flowchart confirm the use of a convoy then the minimum detail required in order to request an escort is:

a. Reason for request.
b. Name of the organisation requesting support and details of the point of contact including telephone number.
c. Time and date required.
d. Estimated duration of the task.
e. Location from where the escort is required (6 figure grid reference).
f. Location to where the escort is required (6 figure grid reference).
g. Number of vehicles to be escorted.

3. Additional detail is likely to be requested in order to ensure close coordination and depending upon the risk/complexity of the task.

Annex 3: References/applicable global guidance

For agreed IASC/UN/DPKO definitions and concepts as well as roles and responsibilities of key actors, please consult the following global reference documents

- Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief November 2007 ('Oslo' Guidelines)
- IASC Non-Binding Guidelines on the Use of Armed Escorts for Humanitarian Convoys (27 February 2013)
- DPKO/DFS Civil-Military Coordination in UN Integrated Peacekeeping Missions (2010)
- DPKO Policy Directives on Quick Impact Projects
- Amended Standard Operating Procedures on Quick Impact Projects (30 November 2011)
Annex 4: Abbreviations

CPIA: Comité Permanent Inter-Agences
DFS: Department of Field Support (UN)
DPKO: Department for Peacekeeping Operations (UN)
DRC: Democratic Republic of the Congo
DSRSG: Deputy Special Representative to the Secretary-General (UN)
FC: Force Commander of MONUSCO (UN)
FHQ: Force Headquarters (UN)
G3: Military Operations within FHQ (UN)
HAG: Humanitarian Advocacy Group
HC: Humanitarian Coordinator (UN)
HCT: Humanitarian Country Team
IAASC: Inter-Agency Standing Committee
IASMT: Integrated Area Security Management Team (UN)
JMAC: Joint Mission Analysis Cell (UN)
MARA: Monitoring, Analysis and Reporting Arrangements (UN)
MCDA: Military and Civil Defence Assets
MLO: Military Liaison Officer (UN)
MRM: Monitoring and Reporting Mechanism (UN)
NGO: Non-Governmental Organization
OCHA: Office for the Coordination of Humanitarian Affairs (UN)
OHCHR: Office of the High Commissioner for Human Rights (UN)
PoC: Protection of Civilians
QIPs: Quick Impact Projects
RC: Resident Coordinator (UN)
SMG-P: Senior Management Group on Protection (UN)
SMGP-P: Senior Management Group on Protection-Provincial (UN)
SMT: Security Management Team (UN)
SRSG: Special Representative of the Secretary-General (UN)
UN-CMIC: United Nations Civil Military Coordination
UN-CMCoord: United Nations Humanitarian Civil Military Coordination
UNHAS: United Nations Humanitarian Air Service
UNHCR: Office of the United Nations High Commissioner for Refugees
UNICEF: United Nations Children’s Fund
UXO: unexploded ordnance
Annex 5: Humanitarian Principles

Humanitarian Organizations generally adhere to the following core principles and have adopted the "Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations (NGOs) in Disaster Relief".

Humanity\textsuperscript{22}: Human suffering must be addressed wherever it is found. The purpose of humanitarian action is to protect life and health and ensure respect for human beings.

Neutrality\textsuperscript{23}: Humanitarian actors must not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature.

Impartiality\textsuperscript{24}: Humanitarian action must be carried on the basis of need alone, giving priority to the most urgent cases of distress and making no distinctions on the basis of nationality, race, gender, religious belief, class or political opinions.

Operational Independence\textsuperscript{25}: 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.

Annex 6: Key Concepts

Chapter VII\textsuperscript{26}: Chapters VI and VII provide a legal basis for the deployment of peacekeeping missions. Chapter VI addresses actions that may be taken to peacefully address disputes, whereas Chapter VII allows for the use of all actions that may be necessary to maintain and restore international peace and security. While all DPKO operations are bound by the overarching principles of peacekeeping operations, i.e. consent of the parties, impartiality, and the non-use of force except in self-defence or defence of the mandate, mandating a peacekeeping mission under Chapter VII is a clear statement by the Security Council of its expectation that robust action may be required to successfully execute the task. In particular, Chapter VII operations are authorized to use all necessary means, up to and including the use of lethal force, to implement their mandate to protect civilians under threat of physical violence.

Do no harm\textsuperscript{27}: 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 actor\textsuperscript{28}: 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.

Humanitarian assistance\textsuperscript{29}: 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

\textsuperscript{22} OCIC website and UN General Assembly Resolution 46/182
\textsuperscript{23} OCIC website and UN General Assembly Resolution 46/182
\textsuperscript{24} OCIC website and UN General Assembly Resolution 46/182
\textsuperscript{25} OCIC website
\textsuperscript{26} Charter of the United Nations, 26 June 1945
\textsuperscript{27} Civil-Military Relationship in Complex Emergencies—An IASC Reference Paper, 28 June 2004, pg. 10
\textsuperscript{28} Ibid., pg. 5
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 as road repair, air space management and power generation that facilitates relief, but not necessarily visible to or solely for the benefit of the affected population.

MARA: Established by Security Council Resolution 1960 (2010), the Monitoring, Analysis, and Reporting Arrangements (MARA) provides systematic, timely, reliable, and objective information on conflict-related sexual violence to the Security Council that will help reduce the risk of sexual violence and improve assistance to survivors. At the country-level, a variety of sources will inform the MARA, including information gathered from UN Country Team (UNCT) actors, local and international NGOs, civil society organizations, and other health and psychosocial service organizations.

MRM: Established by Security Council Resolution 1612 (2005), the Monitoring and Reporting Mechanism (MRM) collects information on grave violations committed against children to share with the UN Security Council and to develop appropriate responses to respond to children's needs. MRM is managed by country-based task forces co-led by UNICEF and the highest UN representative in the country.

UN Civil Military Coordination (UN-CIMIC): Civil-Military Cooperation (CIMIC) is “the coordination and cooperation, in support of the mission, between a NATO Commander and civil actors, including national populations and local authorities, national and non-governmental organisations and agencies.” Because it is a NATO term, the term “CIMIC” alone is not to be used by UN missions to describe the staff function and processes that are covered by UN-CIMIC.

UN-CIMIC, therefore, is a military staff function in UN integrated missions that facilitates the interface between the military and civilian components of the mission, as well as with the humanitarian, development actors in the mission area, in order to support UN mission objectives.

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

a. Support to civilian humanitarian and development actors, which is the preferred steady state of UN-CIMIC;

b. Support to the local civilian population and authorities, or Community Support Projects. Community Support Projects, which are often related to physical infrastructure repair/rehabilitation, are designed to help fill gaps in partner or local capacity that would otherwise risk de-stabilization of the local population or government through loss of public confidence in the peace process. UN-

---


Civil-Military Coordination in UN Integrated Peacekeeping Missions (UN-CIMIC), January 2010

18
CIMIC ensures these supporting projects take place within joint and collaborative frameworks and processes, e.g., Quick Impact Projects (QIPs)

UN Humanitarian Civil Military Coordination (UN-CMCoord)\textsuperscript{41}: 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.

- **Strategies of coexistence**\textsuperscript{42} 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**\textsuperscript{43} 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.

UN-CMCoord Officers are deployed by OCHA and hold civilian status.

\textsuperscript{41} Guidelines on The Use of Military and Civil Defense Assets to Support United Nations Humanitarian Activities in Complex Emergencies March 2003-Revision 1, January 2006, pg. 5

\textsuperscript{42} IASC Reference Paper on Civil Military Relationship in Complex Emergencies, 28 June 2004, pg. 8

\textsuperscript{43} Ibid., pg. 9