Chapter 3 | Cooperation and integration

This chapter describes key structures and actors within UN peacekeeping missions, discusses integrated missions, the UN Country Team and non-UN partners and looks at coordination and cooperation between these stakeholders.

One of the driving factors behind the type of role that civil affairs plays is the presence and activities of other actors and any correspondingly strong or weak areas in the collective effort of the UN in a particular context. The relatively flexible design of civil affairs and its ability to tailor its response to the evolving context on the ground means that it has a vital contribution to make in facilitating a strong and coherent UN-wide effort. To make the most of this, it is very important for Civil Affairs Officers to understand the roles played by internal mission partners, wider UN Country Team members and others, so that effective and complementary partnerships can be established.
3.1. Key partnerships within the mission

UN peacekeeping operations share certain commonalities but no mission is the same and there is no “one size fits all” approach or structure to peacekeeping. The design of individual missions is specific to their context. It is based on the Secretary-General’s proposals to the Security Council, usually developed through the Integrated Mission Planning Process undertaken following a Strategic Assessment and Technical Assessment Mission (TAM). Planning processes and tools used in UN peacekeeping are discussed in more detail in chapter 8.

While traditional operations are largely comprised of military observers with limited civilian personnel, multidimensional operations are much larger and far more diverse in their composition. Personnel within these operations may include military contingents, observers and staff officers; police officers and formed police units; and international and national civilians organized into several different components. Each of these groups, and sections within them, often has a distinctive subculture that civil affairs can benefit greatly from trying to understand and work with. Below is a description of the relationship that civil affairs tends to have with the major components:

**Mission Leadership Team**

A small number of “traditional” missions are headed by a Force Commander (FC), however, the majority of missions with a civil affairs presence are led by a civilian SRSG with the support of one or two deputies (DSRSG). Usually there is one DSRSG with a focus on political issues, and another “double-hatted” or “triple-hatted” DSRSG, serving at the same time as the Resident Coordinator and Humanitarian Coordinator in countries with humanitarian crises. The Mission Leadership Team also comprises the heads of the major functional components, in most cases including civil affairs.

The question of which DSRSG the civil affairs component should report through to the SRSG is one that has prompted a lot of discussion. This is because the work of civil affairs is clearly so relevant to work done across the whole of the rest of the mission, and often at the local level civil affairs components serve as the interface between political and security actors on the one hand and humanitarian and development actors on the other hand. DPKO has decided, through promulgation of the Civil Affairs Policy in 2008, that because the primary function of civil affairs tends to be political it will typically report through the political DSRSG, particularly in the early stages of a mission. However, it does foresee circumstances under which civil affairs may later
shift to report through the DSRSG/RC/HC, as the situation evolves. Either way, civil affairs can help to play an integrative function between the two branches through effective planning and information-sharing.

**Political affairs**
This is probably the component with which civil affairs works most closely, and with whom a shared strategic approach and effective arrangements for the two-way sharing of information and analysis are essential. The work that a mission does is inherently “political”, in that it is mandated by the Security Council and has specific objectives in support of a peace process, and this is reflected in the role played by civil affairs. Typically, political affairs components work on national-level political processes, and civil affairs components work on subnational political processes as one aspect of their cross-mission function at the local level. A strong linkage with the political affairs component is therefore extremely important. It is worth noting that where there is more than one geographical “centre of gravity” at which national-level politics are negotiated, it is generally the case that political affairs will be represented in these localities, alongside civil affairs, as well as in the capital. However, where political activity is largely focused in the capital city, political affairs components tend to be limited to the capital, and political reporting and analysis from the local level about centre-periphery issues and relationships can usually be provided by Civil Affairs Officers, alongside their other tasks.

**Joint Mission Analysis Centre (JMAC)**
This is a relatively new unit in missions, and the role is still evolving. The exact function performed varies from mission to mission, however, in essence the Joint Mission Analysis Centre brings together information from across a particular mission and produces analysis to support the strategic activities of the mission. Naturally, civil affairs reporting and analysis is a key source of information from the local level, and can also help to refine the analysis conducted by JMAC, by checking it against what is happening on the ground. Civil affairs can be an extremely useful resource for JMAC in researching specific issues as they manifest countrywide.

**Public information**
Civil affairs components play a direct role in support of public information activities, by providing information about the attitudes and perceptions of different groups at the local level, and providing input into the design of messages that are delivered to the population through the media. Good coordination with the public information

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20 DPKO/DFS Policy Directive on Civil Affairs, paras. 24 and 25.
component is essential to ensure the consistency of the messages communicated directly to the public and through the media.

**Mission support**
Within a mission, specialized support services are crucial for the effective implementation of mandated tasks. The mission support component oversees critical support elements, including administration, human resources and logistics. Mission support also oversees components that work closely with civil affairs on QIPs, including engineering and finance. Because these components must comply with strict UN rules and regulations, mission support can sometimes face criticism for not being responsive enough. Knowing the roles and responsibilities of the support components in the mission and building early cooperative relationships on projects can contribute to a common understanding of priorities and the provision of optimum support.

**Military**
Military contingents from troop-contributing countries (TCCs) are often the largest component of peacekeeping operations. Their exact functions depend on the individual mandate, but among their primary functions is to secure an enabling environment for all aspects of the mission to operate. Civil Affairs Officers on the ground will usually have two main points of contact with the military component of the mission – the senior officer in the location where they are situated and the Civil Military Coordination (CIMIC) Officer for that region. CIMIC Officers facilitate the flow of information, provide advice on how the military may assist the civilian components or local authorities, liaise with local authorities and coordinate requests to the military. CIMIC Officers report through the military command structure, however, they usually participate in the coordination mechanisms of the civilian components. CIMIC Officers may only be present at the headquarters or sector level, so occasionally a military observer assumes the CIMIC function at the local level and serves as the primary interface for civil affairs staff. It is very important that civil affairs at the headquarters level works well with the military, and develops an agreed system of interaction that filters down through both the military command structures and to the Civil Affairs Officers.

It is important that Civil Affairs Officers understand the military ranks, roles and command structure. This will help civil affairs to understand how to interact with its military counterparts and how to build effective partnerships.

Civil Affairs Officers at the local and regional levels can provide military components with advice concerning civilian issues, cultural norms and the broader context of mandate implementation, which is particularly important for continuity given troop rotations. They can help to manage any misunderstanding or conflict between communities and
military units. The work that civil affairs performs at the social and administrative levels countrywide can also help gradually to demilitarize problems faced by the military, for example through encouraging dialogue or civic interaction in buffer zones. Civil affairs can advise on selection and management processes for QIPs and facilitate the involvement of the military in these, including by advising on where and how this kind of involvement can be appropriate or inappropriate. Where military contingents have their own resources for projects, civil affairs can advise on ensuring that these activities are in line with overall mission priorities and approaches and with DPKO/DFS policy. Civil affairs can also assist in the planning and implementation of joint civil-military initiatives, including in relation to the protection of civilians.

The military component may include:

**Military advisers**: military officers assigned to advise the FC or the SRSG at mission headquarters.

**Military observers/experts on mission**: unarmed military officers deployed to monitor and supervise any military or security arrangements of the peace agreement. These are usually present at all levels and civil affairs works closely with them locally.

**Formed military units**: Member States contribute units that correspond to traditional military formations, for example:

- Section, squad or brick (7–12 soldiers)
- Platoon or troop (3–4 sections, 30–40 soldiers)
- Company (120–150 soldiers)
- Battalions (500–1,000 soldiers)
- Brigades (4,000–10,000 soldiers)

There is usually either a platoon or a company at each mission site at the local level.

Military staff are organized into different branches, usually under the following numbers. Depending on the scale and nature of deployment and the operational units, these may be designated J (joint), G (army) or S (subordinate staff). The numerical designations remain the same.

1 – Personnel and administration
2 – Intelligence and security
3 – Operations
4 – Logistics
5 – Plans
6 – Communications
7 – Training
8 – Finance and resources
9 – CIMIC (Civil Military Coordination)
Police
UN police (UNPOL) components are made up of two distinct types of personnel: individual police officers (IPOs), who are “experts on mission” and generally unarmed; and formed police units (FPUs), armed contingents of about 140 police from a single country, assigned to public order management, protection of UN staff and facilities, and high-risk operations.

UNPOL mandates have become more complex over time, progressing from observation and advice to capacity-building and institutional reform. UNPOL officers co-locate with their host-state counterparts, working alongside them while promoting change. IPOs are ideally placed for liaison and advice on any project involving the national police. FPUs, although designed for public order management duties, may also be helpful in providing security to transport and facilities, including humanitarian aid delivery and IDP camps.

Coordination between UNPOL and civil affairs should take place at the mission headquarters and the district and regional levels, as well as station levels where appropriate. As they do in support of military components at the local level, civil affairs can advise on the strategic and policy framework for operations and liaison with communities, helping to ensure cohesion and consistency across local-level mission actors. Civil affairs can also provide input both for induction processes and for development of police projects or programmes where requested, helping these components to understand the political and socio-economic context within which they are operating. In missions that are mandated to protect civilians, UN police have worked with civil affairs – and other mission partners – in joint protection, rapid response and early warning mechanisms.

Human rights
Many UN peacekeeping operations are mandated to promote and protect human rights by monitoring and helping to investigate human rights violations and/or developing the capacity of national actors and institutions to do the same. Human rights components within multidimensional UN peacekeeping operations are provided with expertise, guidance and support by the Office of the High Commissioner for Human Rights (OHCHR). Where human rights components are not represented at the local level, civil affairs can provide information about the situation at the local level and play a vital role in early warning and advising on a possible need for a temporary increase in presence in a particular location. Where human rights components are represented locally, close coordination is needed. It is essential that Civil Affairs Officers remain in contact with, and seek guidance from, Human Rights Officers who should possess specialist skills in analysing human rights threats. Relevant information and analysis should be shared,
taking into account concerns about confidentiality, and information that requires technical follow-up should be passed to human rights components, which are in a better position to advise on the best course of action, including by referring specific cases to the UN human rights mechanisms.

**Gender**

DPKO/DFS multidimensional missions are now all mandated to mainstream gender in all policies, programmes and activities, and to implement Security Council resolution 1325 on women, peace and security. Missions have gender teams of varying sizes depending on the scale of the mission, which advise the SRSG and the mission on how to mainstream gender and integrate gender perspectives into all areas of activity. These teams frequently work with civil society and women’s organizations – often alongside civil affairs components – to support the involvement of women in areas such as early warning, protection of civilians, community policing and local peacebuilding. Given the close contact that civil affairs has with local communities and authorities around the country, the civil affairs community can support the gender team with information and analysis about any trends or specific concerns at the local level. Similarly, the gender team can be an essential resource for advising civil affairs
components how to mainstream gender and integrate gender perspectives into the planning and conduct of their work.

Electoral
Where a UN peacekeeping operation is provided with a mandate to assist or support an electoral process, electoral components or units will be established within the mission structure. They are provided with strategic guidance and operational support by the Electoral Assistance Division of the DPA. In general, these components play a technical support role in relation to elections, which is complemented by the work that civil affairs does. It is important that close coordination is maintained and information shared between these components.

Disarmament, demobilization and reintegration (DDR)
Many missions have a mandate to support disarmament, demobilization and reintegration (DDR), and these components are sometimes represented at the local level alongside civil affairs. Where they are not represented locally, civil affairs can play a facilitation role, as for other components, keeping them informed of issues of local concern and mobilizing their involvement at the local level when necessary. DDR is a complex process with political, military, humanitarian and socio-economic aspects. DDR components undertake a range of activities aimed at building confidence to foster stabilization and progress, while also serving as enablers for longer term political and security arrangements affected by DDR. There are clear complementary areas with the work that civil affairs does to build confidence and support conflict management at the local level in post-conflict settings, and close coordination and mutual support is important in both the planning and execution of work in this area.

Integrated missions and UN Country Team partners
Integrating a peacekeeping mission and the UNCT behind one overarching strategy, under the leadership of a civilian representative of the Secretary-General, can significantly enhance the collective impact of UN peace consolidation efforts. Chapter 8 looks in more detail at planning frameworks, such as the Integrated Strategic Framework (ISF), used to support this coordinated approach.

Integration arrangements and structures vary according to context and may change depending on the phase of the mission and the situation on the ground. They tend to be less developed in situations with ongoing conflict. Some missions are structurally integrated, which means that the RC/HC serves as the DSRSG in order to promote effective coordination between the mission, UN agencies and external partners. Whether structurally integrated or not, there should be an effective strategic partnership between the UN peacekeeping mission and the UNCT so that all components operate in
a coherent and mutually supportive manner. Because of its local presence on the ground, and its focus on social and civic issues, civil affairs is often one of the components of peacekeeping operations with the closest operational links to the work of UNCT partners. This means that it can play an important role in bringing the concept of integration to life in practical responses to problems on the ground. Coordination at the field level is discussed in more detail in chapter 9.

The UNCT brings the different UN agencies, funds and programmes together, ensuring inter-agency coordination and decision-making at the country level. Led by the Resident Coordinator, the UNCT encompasses all the entities of the UN system that carry out operational activities for development, emergency, recovery and transition in programme countries. The main purpose of the UNCT is for individual agencies to plan and work together, under the Resident Coordinator, to ensure the delivery of tangible results.

Further information about each of the UN agencies, funds and programmes can be found at: www.unsystem.org.

Among other things, UNCT actors often lead the humanitarian planning, preparedness and response, and bring programme resources, as well as specialist expertise on a range of issues and a long-term approach to some of the key problems. From their side, civil affairs components bring a strong countrywide presence, access to the political process, and access to logistical and security resources. Based on these areas of comparative advantage, civil affairs and UN agencies might partner with each other in a number of ways, including through local-level implementation of joint programmes. Civil affairs components can also, where appropriate, facilitate the work of UN partners that are not represented at the local level, by providing information to support their programming, helping to monitor the implementation of their programmes at the local level, or facilitating logistical support. A number of examples of good cooperation are provided in part III of this Handbook. As a general rule, it is useful to remember that some UN actors may have been operating in a country for several years before the arrival of the mission and will continue to operate following its departure. It is therefore important that civil affairs components take account of any networks of contacts and activities that have been undertaken by UNCT partners before their arrival and, where relevant, draw on their existing knowledge and understanding of the situation on the ground. Similarly, it is important to consider in the early stages of cooperation what is likely to happen with these partnerships, and the issues that they address, when the peacekeeping missions withdraw. In planning for mission withdrawal, it is important that civil affairs coordinates closely with the UNCT from early on, and avoids the assumption that tasks previously
undertaken by the mission can simply be handed over to UNCT partners when the mission departs.

Integration potentially offers notable advantages, such as helping to harmonize resources and providing a common countrywide vision and strategy for peace consolidation. However, it also presents a number of challenges, not least because UN partner agencies are governed by mandates, timeframes, decision-making structures and funding arrangements that are considerably different from those of the peacekeeping operation. It can be helpful to emphasize the opportunities that arise from the collective attention of Member States’ engagement, including through a clear set of goals expressed through a Security Council mandate. This level of engagement can be an important window of opportunity for countries emerging from conflict and for the broad range of international actors with different mandates and expertise.

One of the notable differences between peacekeeping missions and UN partner agencies is funding: the funds for a peacekeeping mission come from assessed budget contributions and are therefore relatively predictable, whereas the funding sources for many UN partner and programmatic agencies come from voluntary contributions. This can prove challenging during planning processes. Similarly, the time horizons of partners may also differ: humanitarian actors are oriented towards the immediate, temporary relief of need, while peacekeepers operate on a political timetable and development actors adopt a more long-term view in their interventions. Understanding these institutional differences among key UN partners can help to ease possible friction and support the building of partnerships. It can also help to ensure that relevant activities introduced during the humanitarian or stabilization phases are carried over into the development phase.

3.2. External partners

Major non-UN international actors – many of whom are represented at the national rather than subnational level – include bilateral national development agencies, multilateral organizations, international financial institutions, regional and subregional organizations and international NGOs. These actors will all have independent agendas, which may not always be aligned with those of the UN mission. However, as with internal coordination and UN integration, interacting with non-UN actors is about building relationships and understanding the different rules and mandates that govern each actor’s approach. It is also about realizing that the UN plays only one part – albeit a critical one – among a host of other actors. Civil affairs often plays an important role of coordination with international actors at the local level, seeking to harmonize activities as much as possible, given the different interests and objectives involved. This is discussed in detail in chapter 9.
# Recommended resources

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<td><strong>DPKO/DFS Guidelines on Joint Mission Analysis Centres (February 2010)</strong></td>
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<td><strong>DPI and DPKO Policy and Guidance for Public Information in United Nations Peacekeeping Operations (July 2006)</strong></td>
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<td><strong>Civil-Military Coordination in UN Integrated Peacekeeping Missions (UN-CIMIC) (November 2010)</strong></td>
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<td><strong>DPKO/DFS Policy Directive on Gender Equality in Peacekeeping (July 2010)</strong></td>
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<td><strong>Secretary-General’s Note of Guidance on Integrated Missions (February 2006)</strong></td>
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