

Key messages for handling of non-compliant teams:

- The MoH/EMTCC is the only institution in charge of taking decisions on the management of non-compliant teams.
- There are a range of strategies and approaches that are generally implemented to improve compliance. These vary from more cooperative and supportive approaches at one end, to more confrontational and punitive approaches at the other.

Potential role for the UNDAC team:

- UNDAC's role is naturally very limited in this area. However, a key role is to support information dissemination on the EMT coordination process and direct all EMTs to the EMT coordination process.
- Ensure that information regarding EMT activities or quality of care provided are channelled to the EMT coordination mechanism for verification.
- Identify UNDAC team member(s) able to provide possible support to the functioning of a contact centre, staffed to respond to all EMT enquiries, and to disseminate essential information, if required.

EMT departures

The careful coordination of EMT departures and handover is as equally important as the initial EMT deployments. This is to reduce gaps in service coverage due to the departure of an EMT and ensure continuity of care.

Key messages on EMT departures:

- Departure SOPs and requirements should be clearly communicated to all EMTs at the earliest opportunity.
- EMTs are required to inform the EMCC of their anticipated end-of-operations date as early as possible, or at least one to two weeks prior to that date if different from the one initially communicated at the time of the registration.

In general, the UNDAC team or follow-on OCHA presence is not expected to have any specific role in the departures of EMTs, apart from ensuring that the information is appropriately disseminated and included in the overall situation updates.

For additional information on EMTs, see the Emergency Medical Teams website <https://extranet.who.int/emt> including *The Regulation and Management of International Emergency Medical Teams* (2017) <http://www.ifrc.org/PageFiles/115542/EMT%20Report%20HR.PDF>

N.4 Civil-Military Coordination (CMCoord)

An UNDAC team deploying to the same emergency as foreign militaries may be expected to initially establish a Humanitarian Civil-Military Coordination (UN-CMCoord) mechanism. This is critical to the effective and efficient use of military assets to meet the humanitarian needs of affected people.

What is UN-CMCoord?

UN-CMCoord 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 co-existence to cooperation. Coordination is a shared responsibility facilitated by liaison and common training.

The key coordination elements in natural disasters and complex emergencies are information sharing, task division and planning. The scope and modus operandi of these key elements will change with the context and with the focus of the five main CMCoord tasks:

- 1) Establish and sustain dialogue with military forces.

- 2) Determine a mechanism for information exchange and humanitarian action with military forces and other armed groups.
- 3) Assist in negotiations in critical areas of humanitarian-military interaction.
- 4) Support development and dissemination of context-specific guidance for the interaction of the humanitarian community with the military.
- 5) Monitor activity of military forces and ensure positive impact on humanitarian communities.

The context to which humanitarians respond will determine the basic coordination strategy with militaries, domestic and international. Interaction with military actors can significantly improve humanitarian action. On the other hand, it risks blurring the lines since military and humanitarian entities might have very different mandates and missions. CMCoord ranges across an operational spectrum, from full cooperation to co-existence only in the same context.

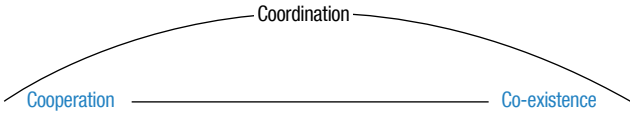


Figure N.6 CMCoord operational spectrum

The type of relationship established with military entities varies depending on the situation and nature of the military mission. It may be appropriate to co-locate, or it may be inappropriate from a humanitarian stance to have direct contact. For example, it may be appropriate to co-locate in a benign environment where a stable state government exists and there is no or little threat to security, but it is likely to be inappropriate where a conflict situation exists in a country. The visual below shows possible civil-military liaison arrangements.

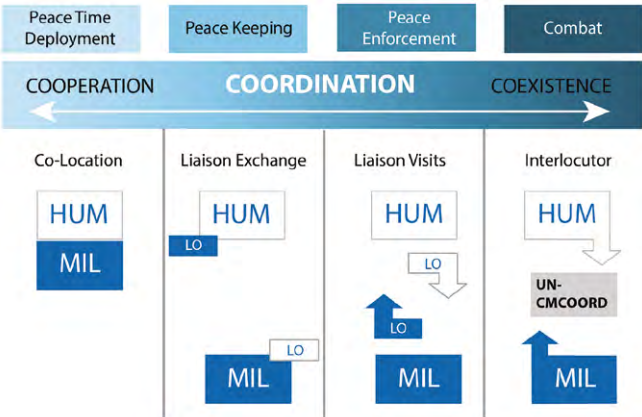


Figure N.7 Possible civil-military liaison arrangements

Some reflection is required before determining the liaison arrangements:

- When should the liaison officers of the humanitarian and military communities be co-located in the same facility?
- Should the liaison arrangements between the humanitarian community and the military be conducted in confidence or in transparency?
- What would be the implications of public knowledge of such liaison arrangements on the perception of the neutrality and impartiality of humanitarian activities?
- How may transparency of the civil-military liaison arrangements be ensured while maintaining the understanding of a clear distinction between the military and humanitarian actors?
- How may incorrect perceptions and conclusions be prevented regarding the nature and purpose of civil-military liaison arrangements?
- Which circumstances call for formal liaison arrangements? When is it better to maintain liaison on an ad hoc basis?
- What is the appropriate size and structure of the civil-military liaison component?

UN-CMCoord and the use of Foreign Military Assets (FMA)

Many UN Member States’ militaries are first responders to disasters in their sovereign territory. Member States may also provide bilaterally agreed assistance to affected states through the deployment of Foreign Military Assets (FMA).

The use of foreign and/or national militaries to support humanitarian operations is an option to complement existing relief mechanisms. Militaries provide support to specific requirements for a defined period of time, in response to an identified and acknowledged humanitarian gap. They should:

- Provide unique advantages in terms of capability and timeliness.
- Meet a very specific requirement.
- Complement civilian capabilities.
- Be used for a limited duration.
- Be at no cost to the affected country, humanitarian budgets or the UN.

Assistance with FMA may include:

- Strategic airlift of food, shelter, health facilities, water purification units, and foreign military contingents from all over the globe.
- In-theatre operational airlift of relief supplies.

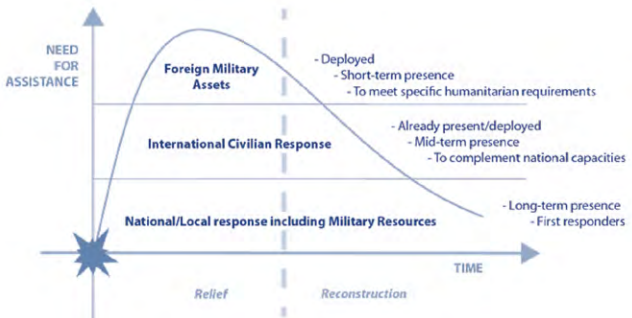


Figure N.8 Use of FMA in humanitarian operations



- Evacuation of disaster victims from the most damaged sites.
- Engineering to assist in clearing debris, opening roads, re-establishing electricity, remediating washouts, rehabilitating schools and assessing structures such as bridges.
- Water purification to produce huge amounts of clean drinking water.
- Fumigation of worst hit sites in living areas to contain secondary threats such as outbreak of epidemics.
- Mobile medical teams to treat injuries.
- Establishment of field hospitals to provide advanced health services.
- Logistics to support the delivery of humanitarian supplies.
- Identification of potential sites for assistance as required.

The involvement of FMA to support humanitarian operations may have serious consequences and could impact the perceived or actual neutrality, impartiality and operational independence of the humanitarian effort. It is, therefore, essential that the use of FMA is based on the appropriate category of assistance tasks to support humanitarian gaps.



Figure N.9 Categories of humanitarian assistance tasks

In-country contingency planning should consider the possibility of national and foreign military in support of the broader disaster response operations. If and when an affected government requests and/or accepts international assistance, including FMA, this creates an expectation from the affected and assisting governments that the FMA will be used.

Governments could consult the Emergency Relief Coordinator (ERC) prior to deploying military forces to ensure proper formulation of mission and the appropriate capacity to deploy. FMA should seek guidance from the RC/HC and OCHA when in-country and should have designated trained liaison officers who will interact with UN-CMCoord Officers on the ground.

Humanitarian organizations and staff need to understand that using military assets is acceptable in order to meet critical humanitarian needs, especially in natural disasters in peacetime. However, a UN-CMCoord mechanism helps to ensure that available FMA are used optimally to support humanitarian priorities and a common platform is needed to share information between the humanitarian and military communities.

N.4.1 UNDAC and UN-CMCoord

If an UNDAC team deploys to an operational environment where there is a pre-existing relationship, engagement and/or coordination with national, foreign or UN mission military forces, the humanitarian guidance in place governing the relationship should be adhered to. If an OCHA country office is present, there will be a specialist UN-CMCoord staff member or focal point with whom contact should be made, preferably prior to deployment. This is best initiated by the UN-CMCoord focal point within the UNDAC team. Military forces may or may not be involved in the relief operation but may have a significant impact on such operations regardless.

If there is military involvement or influence in the disaster response, but no pre-existing OCHA presence, there should be a UN-CMCoord specialist integrated in the UNDAC team. All UNDAC team members, however, should be aware of the way in which to appropriately and effectively interact with military forces on the ground, facilitate essential dialogue between humanitarian and military actors, and establish a civil-military coordination mechanism that enhances the disaster response by facilitating information sharing, task division and operational planning. FMA should be utilized and/or coordinated to create an appropriate interaction and best use of resources to meet the needs of the affected people.

The mechanism to facilitate coordination with military forces could take varying forms, depending on the operational environment. It could be established as a physical entity, either as an integral part of the OSOCC or otherwise. It should support the broader humanitarian coordination mechanism and reinforce operational coordination. UN-CMCoord officers have established various platforms to better interact among the civil-military constituency.

The UNDAC team, in a peacetime environment, may decide to use the Humanitarian-Military Operational Coordination Concept (HuMOCC) to produce key services such as:

- Information sharing, task division and coordinated operational planning.
- Establishing common situational awareness.
- Appropriately using domestic and foreign military assets.
- Supporting humanitarian priorities determined by humanitarians.
- Establishing a request for assistance (RFA) mechanism.
- Documenting and reporting.

The HuMOCC is in all practical senses an OSOCC coordination cell but may have different names depending on the situation and context. In peacekeeping, peace enforcement and combat settings, civil-military constituents have made use of UN-CMCoord Cells, a UN-CMCoord Working Group, Civil-Military Advisory Group, or a UN-CMCoord Forum. They all produce key services such as:

- Sharing information for common situational awareness on humanitarian activities and safety, security, access, logistics and communication.
- Establishing humanitarian notification systems for deconfliction.
- Using military assets coherently, including from UN missions, in support of humanitarian action.
- Holding training events, workshops, briefings and other humanitarian sensitization activities.
- Contributing to other critical areas of coordination like protection of civilians.
- Documenting and reporting.

In all circumstances, close collaboration with the Logistics Cluster is essential for coordinating the use of military logistics assets during emergencies. See also Chapter P. Disaster Logistics.

N.4.2 UN-CMCoord assessment

Humanitarian civil-military coordination work starts with an assessment and definition of the operational environment. If OCHA is present in-country, the assessment should be available. If there is no UN-CMCoord assessment available, the activity starts at pre-deployment with the establishment of contacts at global level and analysis of secondary data.

Each of the steps is equally important. Whereas a common operational picture and the operating environment might exist, other elements must be analysed to determine the most appropriate liaison strategy. The five steps include assessing the:

- Operating environment.

- Actors, including their mission and mandates.
- Relationships, approaches and perceptions.
- Existing coordination mechanisms.
- Available military assets in support of humanitarian action.

The following list of issues and questions may be of use in compiling an inventory of key and supporting actors, existing civil-military coordination mechanisms, if any, and potential modes of interface between international humanitarian actors and national and international military actors.

Actors and roles in disaster response operations

Possible domestic military and paramilitary actors:

- National armed forces.
- National, regional and local police.
- Paramilitary structures such as border and customs forces.
- Other indigenous military or paramilitary forces.

Possible international military actors:

- International forces stationed in the country or region.
- UN peacekeeping missions in the country or region.
- Countries with military attaches in the country.
- Regional alliance members.
- Nations with bilateral military assistance agreements/bilaterally-deployed military forces.

Obtain an indication of their roles in the disaster response operations and conduct a quick analysis to ascertain if these actors will/should have interaction with the international humanitarian community.

Interfaces

The following questions are designed to identify the critical interfaces between civilian and military entities (including domestic and international elements of each), expose the important coordination structures and assist in identifying any potential issues that might impact humanitarian civil-military coordination.

Domestic military and international military interface:

- What is the status of the international military forces?
- Are international military forces co-located with domestic military forces?
- Do they share installations or bases?
- Does the international military force have freedom of movement?
- Are these relations part of a regional alliance system?
- Do military forces have any arrest or detention authority?
- Are military forces involved in combat operations?
- To whom do the international military forces report?

Domestic civilian and national military interface:

- Is the military involved as a belligerent in internal or international conflict or counter-insurgency?
- Does the military have a legal or constitutional role in disaster response, relief and reconstruction?
- What is the relationship between regional military commanders and governors/local chief executives?
- Who provides the national/local coordination or operations centres?

- Is the military the exclusive provider of key resources such as land, sea and air assets?
- What is the relationship between the military and police?
- What is the relationship between the military and civil defence/civil protection units?
- Do active or retired military officers lead key civilian ministries or agencies?
- Are there areas of the country under direct military control or martial law?
- Is the military responsible for aircraft or maritime search and rescue operations?
- Does the military manage any medical facilities?
- Does the military have specially trained search and rescue teams?
- Is the military dominated by a particular ethnic group?
- Are there groups opposed to, or frightened by, the military/police?
- Is there a relationship between the military and any civilian service providers?

Domestic military and international civilian interface:

- Can the domestic military and police forces provide adequate security?
- Are these forces responsible for the security of any beneficiaries?
- Does the military control any facilities needed by international relief organizations?
- Does the military control access to areas that may hold beneficiaries?
- How does the military control access to restricted areas?
- Can and will the military assist international civilian organizations?
- Is the military involved in any direct distribution of relief?
- What is the process for addressing any issues with military commanders?
- What is the military's attitude regarding women and female international staff?
- Are there valid human rights concerns about the domestic military?
- Are there child soldiers in any of the indigenous military forces?

International military and domestic civilian interface:

- Is there an international military force permanently based in the country?
- Does the international military force have authority to assist civilians?
- Which international military forces have responded to past disasters?
- Does the international military force have direct contact with the population?
- How does the local population view international military forces?
- Is the international military force involved in a campaign to gain acceptance of the local population?
- Are international military forces involved in direct assistance projects?

International military and international civilians interface:

- Are civilian aid organizations associated with any of the military forces?
- What is the relationship between non-governmental organizations (NGOs) and military from the same country?
- Have military commanders and staff worked with the United Nations or international NGOs before?
- Does the military force have a doctrine for relating with civilian actors?
- Does the force have explicit orders to support or protect humanitarians?

After these questions are considered, answered and assumptions clarified, it should be possible to determine where the main emphasis for humanitarian civil-military coordination lies.

Longer-term UN-CMCoord activities

In establishing and developing the UN-CMCoord function, an UNDAC deployment must be cognizant of longer-term roles and responsibilities of UN-CMCoord staff to ensure the correct foundations are laid and activities passed on to follow-on staff. Any longer-term UN-



CMCoord function will support the RC/HC, under the direction of the OCHA head of office, and in consultation with the HCT.

N.4.3 Military customs and courtesies

Military customs and courtesies have a long tradition. They have generally evolved as a result of the need for order, a sense of loyalty and honour that is fostered among military colleagues. They go beyond basic politeness and are an intricate part of the discipline, morale, esprit de corps and mission effectiveness. As a civilian interacting with the military, basic knowledge of some customs and courtesies will be helpful:

- Expect to be escorted wherever you go in a military installation.
- Be on time. Military meetings start on schedule (most of the time). Be at least 10 minutes early at the meeting location. Allow additional time for in-processing through security.
- When a senior military officer enters the room, i.e., if s/he outranks any other officer already present, the room will be called to attention. You are expected to stand until the officer is seated or says, 'as you were' or 'please be seated'.
- In a meeting, military officers will give you their full attention. They expect yours. Turn off phones and do not be tempted to answer calls or look at texts while a meeting is going on. It is discourteous and will be taken at best as a sign of disinterest and at worst as an insult.
- All military personnel are addressed by their rank or title. A military member may introduce themselves by their given and surname, but in the presence of others they are always addressed by rank and surname.
- When introduced to a senior officer, you should address them by rank and surname, rank only or sir or ma'am, whichever is appropriate.
- The senior officer will be first to leave a room and generally last to enter a room.
- When walking, the senior officer will generally be on the right.
- If you are present when the military host's national anthem is played, it is courteous to stand quietly until the music stops. The same principle applies if the host's national flag is being carried by or posted (raised or taken down).

N.4.4 UN-CMCoord references

In the event of an UNDAC deployment to an emergency where interaction with military forces is imminent, a UN-CMCoord hotline will be provided on the VOSOCC for real-time advice.

Guidelines

There are several sets of global guidelines, some general, others specific to certain operational environments:

OCHA (2007) Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief - Oslo Guidelines <https://docs.google.com/file/d/0B7LQYninIE81LWJEUJFsM1RzOFF/edit>.

OCHA (2014) Civil-Military Guidelines and Reference for Complex Emergencies <https://drive.google.com/file/d/0B2Pp2VYEZjeXdTBiT3BVSvFGTnc/view>.

UN-CMCoord Handbooks

Humanitarian Civil-Military Coordination Field Handbook (under revision as at November 2017) <https://drive.google.com/file/d/0B3Tw3Nb3g845d1ZMcmZkMEVGZmM/view>.

Humanitarian Civil-Military Coordination - A Guide for the Military <https://docs.google.com/file/d/0B5N9hwXc04gnQUpNMHduZnE2RWs/edit>.

Open source reference, training and learning material
www.dialoguing.org.