



Global Protection Cluster

2019

GPC WORKSTREAM ON CIVIL-MILITARY COORDINATION FOR PROTECTION WORK PLAN

Dec 2018



© UNHCR / B. Sokol



The Global Protection Cluster project on humanitarian civil-military coordination for protection is funded by the U.S. Department of State Bureau of Population, Refugees, and Migration.

OVERVIEW

Why Humanitarian Civil-Military Coordination for Protection?

This project and work-plan is derived from the report of a GPC round-table on civil-military coordination for protection outcomes held in Geneva in September 2017 and must be read in conjunction with the report:

http://www.globalprotectioncluster.org/assets/files/gpc-civil-military_coordination-protection-outcomes.pdf

Humanitarian civil-military coordination (CMCoord) training and field application has not traditionally focused on supporting protection outcomes, especially in natural disaster contexts where the emphasis is on military support to humanitarian assistance. In complex emergencies, the model of co-existence has often resulted in a perspective that military and humanitarian actors should not have contact. Nonetheless, there is a wide range of interaction between military and humanitarian actors on protection, captured in the report of a GPC round-table on this issue in October 2017. In addition, experience from contexts such as Syria and Iraq increasingly demonstrate that engaging armed actors in persistent dialogue using civil-military coordination as a conduit can contribute to meaningful protection outcomes. This is aligned with the OCHA definition for CMCoord which states that humanitarian civil-military coordination 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.”

A lack of consistency in engagement, revealed by the GPC round-table, motivates the GPC to implement this unique project focused on building greater understanding on the role of CMCoord in protection. The project will aim to support field protection clusters with training, tools, and advocacy support while also engaging relevant military actors to train and inform them on protection challenges faced by affected populations. The project has two strategic objectives:

Objective 1: Strengthen the understanding and capability of protection and other actors to achieve protection outcomes through humanitarian civil-military coordination

Objective 2: Ensure the Global Protection Cluster is communicating and contributing to the role of humanitarian civil- military coordination in protection

The GPC will not implement this work-stream in isolation but will collaborate closely with the full range of humanitarian partners engaged in dialogue with militaries and armed actors for the purposes of protection. Notably, OCHA is the UN-CMCoord focal point in the UN system, as determined by the IASC in 1995, and serves as the UN Secretariat focal point on Protection of Civilians. For this reason, the GPC will ensure it maintains with OCHA CMCoord a “by with and through” approach to implementation of the project. Complementary with other initiatives, mechanisms and guidance will be sought at the global, regional and national levels. This will be further reinforced through regular, ongoing informal consultations with partner agencies who have a stake in the workstream.

Existing UN-CMCoord initiatives, approaches and global policies and guidelines, and their custodians will be taken into account and respected. The work stream aims to strengthen the efforts of existing UN-CMCoord mechanisms and initiatives rather than duplicating them and will feed into the UN-CMCoord framework

developed by OCHA. The GPC will pilot the project in 2019 and assess how best to refine the workstream focus for subsequent years. Capturing feedback from the field clusters and identifying impacts on changes in the behavior, attitudes, policies, knowledge, and practice of armed actors will be central to determining the way forward.

What are Protection Outcomes?








A response or activity is considered to have a protection outcome when the risk to affected persons is reduced. The reduction of risks, meanwhile, occurs when threats and vulnerability are minimized and, at the same time, the capacity of affected persons is enhanced. Protection outcomes are the result of changes in behaviour, attitudes, policies, knowledge and practices on the part of relevant stakeholders. Some examples of protection outcomes include:

- Parties to conflict release child soldiers and issue explicit prohibitions, reinforced by disciplinary measures, to prevent child recruitment by their forces.
- National legislation formally recognises land tenure entitlements of displaced populations.
- Safe access to alternative sources of cooking fuel reduces exposure to the threat of sexual violence.
- Community-based preparedness and early warning mechanisms support timely evacuation of especially vulnerable individuals from areas where they are at risk of violent attacks.
- Community leaders renew and promote societal norms that condemn gender-based violence and its perpetrators.
- Community level protection committees influence security forces to change their conduct in and around civilian areas through on-going liaison and negotiation.
- Government authorities support the voluntary movements of affected persons by ensuring full access to information that enables free and informed decision-making.

2019

Work Plan



-  Strategic Alignment
-  Stakeholder
-  Objectives
-  Timeline
-  Risk Mitigation
-  Definitions
-  References

STRATEGIC ALIGNMENT

The new GPC workstream on humanitarian civil-military coordination will be situated within a broader community of practice and interagency effort directed at humanitarian engagement with armed actors to affect protection outcomes. Much work has already accomplished at the policy and field levels with substantial progress made among some state militaries towards mainstreaming protection policy development and training. NATO member states have begun to put in place the necessary policy and training frameworks which must be built upon to mainstream protection thinking at an operational level. In 2019, NATO will conduct its inaugural Protection of Civilians training course with curriculum development still in progress. InterAction, in partnership with organizations such as CIVIC and the Center for Strategic International Studies, has initiated a robust dialogue with the U.S. Department of Defense on conduct of partnered forces and is planning a series of workshops to shape and inform DoD protection-related policies. UNHCR has begun the development of training which will include modules on civil-military coordination and a toolkit to support UNHCR field staff in their engagement with military actors. At the field level OCHA CMCoord Officers play a vital role on a daily basis in many contexts, facilitating coordination on protection issues with armed actors. Other organizations such as Geneva Call and ICRC, likewise, have dialogue with armed actors at the center of their mandates.

Within this environment the GPC will offer unique value in focusing on support to field protection clusters with tailored humanitarian civil-military coordination advice, training, tools, networks and advocacy designed to meet their specific needs. This effort will complement, not replace, the other interagency workstreams. At the global level, the project will come alongside initiatives led by humanitarian partners to provide insight on challenges faced in the field and ensure linkages to the operational, regional and national levels. This includes ensuring the GPC workstream contributes to and strengthens the efforts of existing UN-CMCoord mechanisms, initiatives and guidelines by feeding into the UN-CMCoord framework developed by OCHA. In the field, where possible, the GPC will take an approach of “by, with and through” OCHA CMCoord Officers to support coordination and dialogue with armed actors. For training purposes, the GPC will collaborate with OCHA to develop and include content on protection in the OCHA UN-CMCoord Course while also developing more in-depth training in this area for military and humanitarian actors.

Complementarity will also be derived from the type of stakeholders that the GPC prioritizes engagement with and the levels at which seeks to engage. Currently there is a need for greater dialogue with non-NATO militaries to strengthen understanding of humanitarian protection. Furthermore, across all militaries there is a need for greater engagement with operational commands to support the same as well as reinforce key messages on behalf of protection clusters, especially as related to partnered operations where non-state armed groups are involved. To this end and derived by protection cluster needs, the GPC will determine and conduct its focused engagement in collaboration with humanitarian partners.

Dialogue with armed actors is a shared responsibility and under the framework of this new workstream, the GPC will take a proactive approach in joining partners in this engagement at all levels and through various forums where GPC involvement will add unique expertise and value.

STAKEHOLDERS

Humanitarian civil-military coordination is contextually applied as a function and a coordination service in conflict settings, natural disasters, refugee crisis response operations, technological disasters and environmental emergencies. In these operating environments, protection issues vary and the relevant stakeholders are necessarily diverse in type and geography. With limited resources available in the first year of the project, the GPC must carefully define where it wants to conduct engagements based on a combination of greatest need, direct link to support for field protection actors and receptivity to the proposed activities.

In 2019, the humanitarian and military stakeholders this project will conduct focused, direct engagement with include the following in order of priority:

- 1.) Field protection clusters
- 2.) Military and peacekeeping training institutions
- 3.) Operational military commands

The field protection clusters are the starting point and primary stakeholders for this project. It will provide the clusters with formal and tailored training, subject matter expertise, resources and advocacy support as requested. Armed actor engagement will be derived from the immediate needs identified by the clusters and through forward-looking analysis of developments and trends in military operations that will impact the protection environment for civilians across contexts.

In this respect, there will need to be an ongoing assessment of armed groups, military units, commands, organizations and institutions where the GPC can provide the most value add in support of field protection clusters. The project will primarily seek to provide that support upstream from the field at the higher operational levels that clusters may not have access to. Additionally, by leveraging the extensive multinational security cooperation programs, the GPC can reach an even broader network of relevant military leadership, operational staff and training officers.

In every case, the project will prioritize stakeholders that are relevant for achieving protection outcomes at the field level and in contexts where they are most urgently needed.

I. Field protection clusters

There are currently 26 protection clusters active in Africa, Middle East, Europe, Latin America and Asia-Pacific. However, not all clusters have a critical need for capacity building or technical support in the area of humanitarian civil-military coordination for protection. Although the tools and some trainings delivered by the GPC project will be available for all field protection clusters, certain clusters will need to be prioritized for tailored support based on those with the most critical need. These are currently assessed to be the clusters highlighted below. However, as part of this work plan development, a survey (Annex 1) is being conducted with the field protection

coordinators to better identify where the critical needs currently exist in this area and how the GPC project can best support those needs. The findings of the survey will be utilized to focus the activities conducted as part of this work plan.

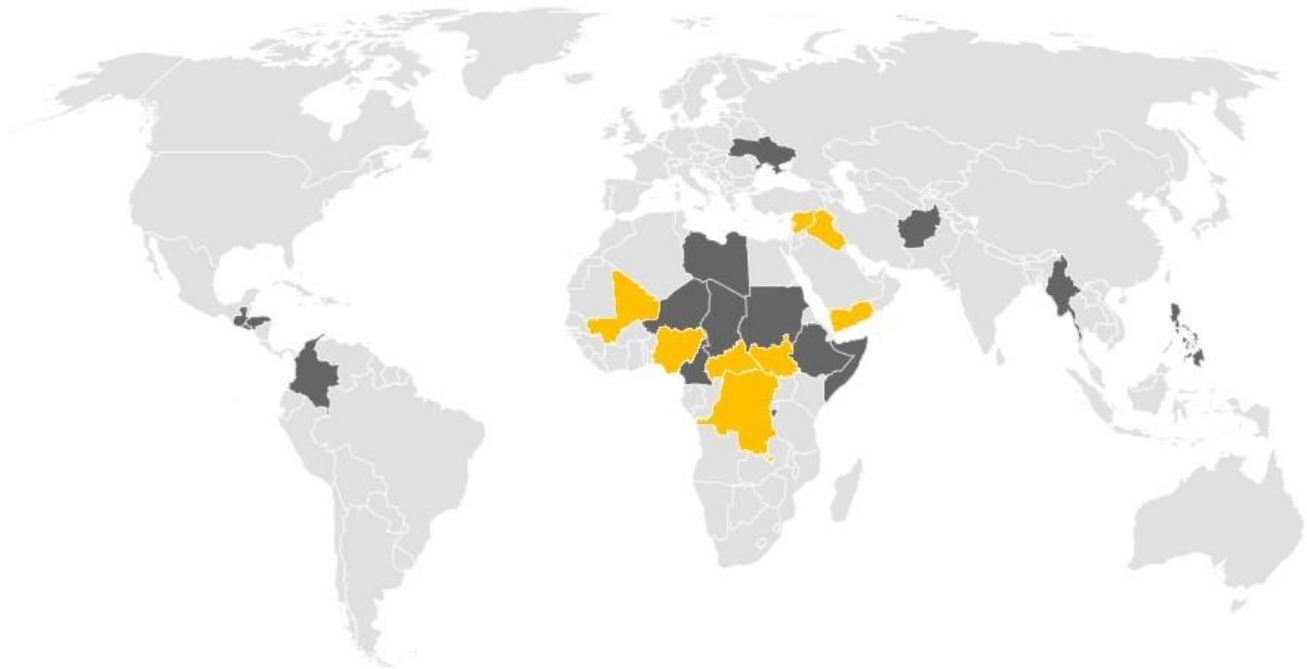


Figure 1. Active field protection clusters

AFGHANISTAN
 BURUNDI
 CAMEROON
CENTRAL AFRICAN REPUBLIC
 CHAD
 COLOMBIA
DEMOCRATIC REPUBLIC OF CONGO
 EL SALVADOR
 ETHIOPIA

GUATEMALA
 HONDURAS
IRAQ
 LIBYA
MALI
 MYANMAR
 NIGER
NIGERIA
 PACIFIC

PHILIPPINES
 SOMALIA **SOUTH**
SUDAN
 STATE OF PALESTINE
 SUDAN
SYRIA
 UKRAINE
YEMEN

II. Military training institutions

The greatest receptivity in the military to GPC expertise on civil-military coordination for protection will be the military training institutions. Humanitarian perspectives and experience through training, lessons from the field and resources such as SOPs, are always sought after by these organizations. Opportunities can be identified to deliver formal stand-alone training courses, augment other training courses with protection modules, host panel discussions and shape military training programs. Frequently many of these institutions also conduct external training and workshops at operational military commands, support deploying forces with “just in time” ad-hoc training, draft after action reviews and develop scenarios related to humanitarian assistance for multinational exercises.

Ensuring the GPC is recognized as a willing source of expertise and high quality, useful training on protection will lead to constructive engagement with these organizations that over time results in mainstreaming of protection in military training.

Analysis below of current peacekeeping missions is worth noting that in terms of scale the largest missions in order of deployed troop numbers are UNMISS, MONUSCO, MINUSMA and MINUSCA. Each of these UN missions support contexts where IHL and IHRL violations against civilians are some of the most egregious in the world. There are 4 countries, Rwanda, Bangladesh, India and Pakistan, which provide a large proportion of the peacekeeping troops to these missions and at a minimum contributing to at least 2 of them. Focusing GPC engagement with the peacekeeping training centres of these 4 troop contributing countries would maximize the relevance to the peacekeeping missions.

Additionally, China has taken a strong interest in peacekeeping ranking #10 in troop contribution level and it is likely that China will increasingly take a leadership role in this mission area. For the purposes of longer-term investment, GPC engagement with the China peacekeeping centre should be sought in subsequent years.

III. Operational military commands

Although operational commands are not often situated at the national levels of policymaking nor positioned on the frontlines of the conflicts they oversee, they nevertheless serve as critical nodes in the decision-making hierarchies of the military command structures. These commands often have 3 or 4-Star General Officers who represent the highest level of operational decision-making regarding the employment and conduct of forces in the field at the tactical level. As these commands are not typically located in capitals or in the field, they are often far less exposed to humanitarian perspectives, interests and advocacy.

Each command structure is unique but there are some similarities in organization and tasking which for the purposes of this project facilitate navigating the relevant directorates and staffs for points of entry. Typically, these will be the J9 (Interagency/partnerships/civil affairs), the J3 (Operations), J5 (Plans/Policy) and offices of the legal counsel.

Operational military commands usually have significant influence related to employment and policy related to partnered forces including non-state armed groups. In collaboration with UNOCHA, the GPC project will prioritize engagement with military operational commands that are responsible for partnered operations where field protection clusters are experiencing ongoing challenges.

¹ UNDPKO (2018) *Summary of Contributions to UN Peacekeeping by Country, Mission and Post, October*

OBJECTIVES

The new GPC workstream in humanitarian civil-military coordination for protection aims to be a dual-track approach oriented towards both humanitarian protection actors and armed actors. To achieve successful protection outcomes, stakeholders on each side must recognize the vulnerabilities, risks and needs of affected populations exposed to military operations in response to natural disasters and conduct of hostilities in conflict settings. The following objectives and accompanying sub-objectives seek to address this requirement, thereby making a meaningful contribution to the mainstreaming of protection dialogue as a fundamental component of civil-military coordination in all contexts.

Strategic Objective 1: Strengthen understanding and capability of protection actors to achieve protection outcomes through humanitarian civil-military coordination

1a) Provide protection cluster coordinators with useful resources and tools to support meaningful dialogue with armed actors.

Activities	Time Period	Location	Resourcing	Personnel	# per year
Develop Standard Operating Procedures (SOPs) for use by protection cluster coordinators.	Q1, Q3,	N/A	N/A	GPC – 1 NRC – 1	3
Develop tip sheets on engaging in civil-military dialogue for use by protection actors.	Q1, Q3	N/A	N/A	GPC – 1 NRC – 1	2
Support protection cluster coordinators stakeholder mapping of armed actors.	Q1, Q2, Q3, Q4	N/A	N/A	GPC – 1	As required
Support addition of online information and resources to GPC website including creating a dedicated GPC civil-military coordination webpage.	Q1, Q2, Q3, Q4	N/A	Technical support for web design	GPC – 2	Ongoing

1b) Provide protection actors with high quality training to prepare them for approaching and engaging armed actors in dialogue and coordination for protection outcomes.

Activities	Time Period	Location	Resourcing	Personnel	# per year
Develop and conduct training at GPC annual conference for protection cluster coordinators focused on understanding and engaging military actors for protection dialogue.	Q2	Bangkok, Thailand	Training materials, guest instructors, possible travel, training venue	GPC – 1 NRC – 1 Partners	1
Develop and conduct training for protection actors during field support missions.	Q2, Q4	TBD	Travel, training materials	GPC – 1 NRC – 1 Partners	4

Strategic Objective 2: Ensure the Global Protection Cluster is communicating and contributing to the role of humanitarian civil- military coordination in protection

2a) Establish the Global Protection Cluster as a valued source for innovative, evidence-based expertise on humanitarian civil-military coordination for protection.

Activities	Time Period	Location	Resourcing	Personnel	# per year
Organize and conduct expert discussions related to civil-military coordination for protection outcomes.	Q2, Q3	Bangkok; Geneva	Travel, venue, guest speaker budget	GPC – 1 NRC – 1 Partners Panelists	2
Draft reports based on expert discussions for dissemination and use by protection actors and military actors.	Q3, Q4	N/A	Editorial / design support	GPC – 1	2
Organize webinars to assist with sharing experience from field.	Q1, Q2, Q3, Q4	N/A	WebEx support	GPC – 1 NRC – 1	4
Maintain close collaboration with OCHA civil-military coordination at HQ, regional offices and field officers.	Q1, Q2, Q3, Q4	N/A	N/A	GPC – 1	Ongoing
Conduct regular outreach to military education and training institutions, operational HQs, and policy divisions to ensure awareness of GPC resources and points of contact.	Q1, Q2, Q3, Q4	N/A	N/A	GPC – 1	Ongoing

2b) Collaborate with Global Protection Cluster’s NGO partners to advance the professional field of civil-military coordination for protection and mobilize buy-in from stakeholders.

Activities	Time Period	Location	Resourcing	Personnel	# per year
Partner with Norwegian Refugee Council (NRC) and other NGO co-leads to inform and align workstreams on civil-military coordination for protection.	Q1, Q2, Q3, Q4	N/A	N/A	GPC – 1 NRC – 1	Ongoing
Partner with InterAction to align dialogue with military actors.	Q1, Q2, Q3, Q4	N/A	N/A	GPC – 1	Ongoing
Represent the GPC in NGO forums and relevant meetings where the role of civil-military coordination in protection is being discussed.	Q1, Q2, Q3, Q4	N/A	Potential travel depending on budget	GPC – 1	As required

TIMELINE

The following dates are intended to serve as a guide, but flexibility will be required as new opportunities arise or more time is required to implement some activities.

Dates	Activities Process	Location
December	Send note and survey to FPC introducing new GPC project	
December	Disseminate survey findings	
Q1 2019		
February 4-8	HNPW 2019* / GPC work plan internal consultations	Geneva
February	Draft concept notes for expert discussions	
February	Develop concept note for GPC conference training <ul style="list-style-type: none"> Identify and send invitations to guest presenters (if required) 	
February	Develop concept note for Reference Group of project and convene meeting	
February	Develop concept for GPC civil-military for protection webpage <ul style="list-style-type: none"> Consolidate relevant documents and links for posting 	
February	Concept note finalized for Expert Discussion 1	
February	Venue confirmed for Expert Discussion 1	
February	Invitations sent to guest panelists for Expert Discussion 1	
March	Send webex/webinar invitation to cluster coordinators	
March	Develop initial module for training of military	
March	Develop SOP and/or tip sheet based on survey findings	
March	Support launch of GPC civil-military for protection webpage	
March	Convene Reference Group meeting	
March 15	Draft inputs for GPC quarterly project implementation report	
March	Conduct webex/webinar for cluster coordinators and partners	
Q2 2019		
April 3 - 10	NATO Protection of Civilians Training Course	Helsinki (FINCENT)
April	Field support/training mission(s)	TBD (Africa)
April	Admin and logistics note sent to participant for Expert Discussion 1	

April	Convene Reference Group meeting	
April	Finalize GPC conference training agenda, presentations and materials	
May	Expert Discussion 1 <ul style="list-style-type: none"> Record notes and presentations 	Bangkok
22 May	Deliver training to cluster coordinators at GPC annual conference <ul style="list-style-type: none"> Conduct participant evaluation of training 	Bangkok

May	Send webex/webinar invitation to cluster coordinators	
June	Concept note finalized for Expert Discussion 2	
June	Venue confirmed for Expert Discussion 2	
June	Invitations sent to guest panelists for Expert Discussion 2	
June	Military training engagement	TBD
June	GPC work plan internal consultations	Geneva
June	Convene Reference Group meeting	
June	Conduct webex/webinar for cluster coordinators and partners	
June 15	Draft inputs for GPC quarterly project implementation report	
Q3 2019		
July	Convene Reference Group meeting	
July	Initial draft of report circulated from Expert Discussion 1	
July	Workshop/training for military	TBD
August	Final draft of report circulated from Expert Discussion 1	
August	Develop SOP and/or tip sheet based on survey findings	
August	Send webex/webinar invitation to cluster coordinators	
September	Expert Discussion 2 <ul style="list-style-type: none"> Record notes and presentations 	Geneva
September	Conduct webex/webinar for cluster coordinators and partners	
September	Convene Reference Group meeting	
September 15	Draft inputs for GPC quarterly project implementation report	
Q4 2019		
October	Convene Reference Group meeting	
October	Initial draft of report circulated from Expert Discussion 2	
October	Field support/training mission	TBD (MENA)

November	Final draft of report circulated from Expert Discussion 2	
November	Send webex/webinar invitation to cluster coordinators	
November	Convene Reference Group meeting	
November	Draft GPC CMCoord for protection 2020 work plan	
November	GPC work plan internal consultations	Geneva
November	Conduct webex/webinar for cluster coordinators and partners	
December	Convene Reference Group meeting	
December 15	Draft inputs for GPC quarterly project implementation report	

RISK MITIGATION

New workstreams will always be subject to more challenges than those that are well established. Humanitarian civil-military coordination for protection is not only a new project for the GPC, but experience from the field has shown this is a highly sensitive area among both protection and armed actors. UNHCR's own findings have revealed that engagement with armed actors has been divisive and problematic for field protection clusters.²² It should be expected that given the polarizing nature of the topic and the newness of the workstream for the GPC, that the project will likely face unique risks in the early phases of its launch.

Risks		Mitigation Actions
1	Partner agencies lack buy-in and/or challenge the mandate of GPC to conduct training and advocacy related to humanitarian civil-military coordination.	<ul style="list-style-type: none"> Communicate early and regularly at appropriate levels regarding the intent, objectives and activities of new workstream Seek input from partners to work plan Maintain inclusion of key partners in implementation
2	Resistance to workstream by some NGO partners who see engagement with armed actors as problematic.	<ul style="list-style-type: none"> Create clearly identified opportunities and channels for national NGO partners to communicate perceived risks and problems. Ensure work plan activities take concerns into account. Conduct trainings and consultations with national partners. Demonstrate value-add and successful outcomes.
3	Partners feel project is not conducted in a consultative manner and do not participate or support in its implementation.	<ul style="list-style-type: none"> Communicate early and regularly at appropriate levels regarding the intent, objectives and activities of new workstream Seek input from partners to work plan Maintain inclusion of key partners in implementation
4	Requests for field level support exceed capacity of the approved workstream budget.	<ul style="list-style-type: none"> Provide remote support as possible Allot external non-project funds to support urgent unscheduled requests from the field
5	Changes in dates of key events	<ul style="list-style-type: none"> Ensure event venues and other administrative requirements are confirmed as early as possible Avoid linking events together
6	Personnel changes	<ul style="list-style-type: none"> Every attempt will be made to ensure long-term continuity of personnel involved in project Possibility to include NGO partner in implementation to ensure continuity

²² UNHCR (2017) *Evaluation of UNHCR's Leadership of the Global Protection Cluster and Field Protection Clusters* (ES/2017/04), October 2017

DEFINITIONS

Armed Actors – Militaries, paramilitaries and non-state armed groups.

Protection - All activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law (i.e. International Human Rights Law (IHRL), International Humanitarian Law, International Refugee law (IRL)). (IASC)

Protection Actors - Humanitarian and human rights actors which engage directly in protection work.

Protection of Civilians - The protection of civilians is used to describe measures aimed at limiting the effects of hostilities on civilians and civilian objects in situations of armed conflict, notably through promoting respect for international humanitarian law, applicable human rights law, refugee law and UN Security Council resolutions. (UNOCHA)

Protection Mainstreaming - The process of incorporating protection principles and promoting meaningful access, safety and dignity in humanitarian aid. (Global Protection Cluster Protection Mainstreaming Task Team)

Protection Outcomes - A response or activity is considered to have a protection outcome when the risk to affected persons is reduced. The reduction of risks, meanwhile, occurs when threats and vulnerability are minimized and, at the same time, the capacity of affected persons is enhanced. Protection outcomes are the result of changes in behaviour, attitudes, policies, knowledge and practices on the part of relevant stakeholders. (IASC)

REFERENCES

UNHCR, *Sustaining the Centrality of Protection in Humanitarian Action: Funding Proposal submitted Bureau of Population, Refugees, and Migration, U.S. Department of State, 2018*

CSIS, CIVIC and InterAction, *The Protection of Civilians in U.S. Partnered Operations*, October 2018

InterAction, *Findings and Recommendations: InterAction Protection Mission – Northeast Nigeria*, July/August 2018

UNOCHA, *United Nations Civil-Military Coordination Field Handbook v2.0*, 2018.

ICRC, *Roots of Restraint in War*, June 2018

Global Protection Cluster, *Civil-Military Coordination for Protection Outcomes*, May

2018 ICRC, *Professional Standards for Protection Work*, March 2018

InterAction, *Protection of Civilians in Mosul: Identifying Lessons for Contingency Planning*, 17 October 2017

UNOCHA, *OCHA on Message: UN-CMCoord*, August 2017

NATO, *NATO Protection of Civilians: Policy to Implementation*, 2017

UNOCHA, *United Nations Civil-Military Coordination: A Guide for the Military v2.0*, 2017.

IASC, *The Centrality of Protection: Practical Steps for Humanitarian Coordinators and Humanitarian Country Teams*, November 2016

IASC, *IASC Policy on Protection in Humanitarian Action*, October

2016 NATO, *NATO Policy for the Protection of Civilians*, July 2016

IASC Principals, *Statement on the Centrality of Protection in Humanitarian Action*, 2013

Global Protection Cluster, *Diagnostic Tool and Guidance on the Interaction between field Protection Clusters and UN Missions*, July 2013

Humanitarian Policy Group, *Trends and Challenges in Humanitarian Civil-Military Coordination: A Review of the Literature*, May 2012