

United Nations
Department of Peacekeeping Operations
Department of Field Support
Ref. 2008.9



Policy Directive

April 2008

Civil Affairs

Approved by: *Guéhenno, Under-Secretary General for Peacekeeping Operations*
Approval date: *1 April 2008*
Contact: *Policy, Evaluation and Training Division*
Review date: *1 April 2010*

POLICY DIRECTIVE ON Civil Affairs

Contents:	A. Purpose
	B. Scope
	C. Rationale
	D. Policy
	E. Terms and Definitions
	F. References
	G. Monitoring and Compliance
	H. Dates
	I. Contact
	J. History

Annexes

Annex A: Activities

Annex B: Planning and transition

Annex C: Partnership arrangements

A. Purpose

- 1) This Policy Directive outlines the purpose, core roles and scope of activity of Civil Affairs components in United Nations peace operations, as one part of the overall United Nations effort in post-conflict environments.¹ The Directive sets out the key principles underlying the work of Civil Affairs and outlines basic management and support arrangements.
-

B. Scope

- 2) The Policy Directive applies to all staff planning, overseeing and implementing the work of Civil Affairs components. Senior mission leadership (including heads of other components), Department of Peacekeeping Operations (DPKO) and Department of Field Support (DFS) managers and staff involved in the support of Civil Affairs, as well as all Civil Affairs Officers, should be aware of this Policy Directive.
-

C. Rationale

- 3) This Policy Directive has been developed as part of a wider effort within DPKO to create doctrine in support of United Nations peacekeeping operations. The Directive is intended to establish a conceptual structure and broad parameters within which Civil Affairs work should take place. It is also intended to assist staff planning, recruiting for, and managing the work of Civil Affairs components - as well as staff carrying out Civil Affairs work - to do so effectively and consistently. The Directive is also intended to provide a foundation for the development of guidance and training for Civil Affairs personnel.

¹ The role and activities of Civil Affairs components in missions with mandates for transitional/interim civil administration is not covered within the remit of this Policy. For such an intervention the response would need to be tailored to the specific context.

D. Policy

D.1 Purpose and core roles

- 4) Civil Affairs are civilian components of United Nations peace operations that work at the social, administrative and sub-national political levels to facilitate the countrywide implementation of peacekeeping mandates and to support the population and government in strengthening conditions and structures conducive to sustainable peace.
- 5) Civil Affairs work impacts mandate implementation as a whole, as an integral part of the core business of United Nations peacekeeping identified in the United Nations Peacekeeping Operations Principles and Guidelines (Section 2.3). In addition to activities implicit in the mission structure, Civil Affairs components may also be charged with the implementation of specific tasks within a peacekeeping mandate.
- 6) Civil Affairs activities fall into one or more of three areas, the wider scope of which are identified in Section D.2 below and in Annex A. The three core roles of Civil Affairs in support of United Nations peacekeeping mandates are:
 - i. Cross-mission representation, monitoring and facilitation at the local level;
 - ii. Confidence-building, conflict management and support to reconciliation;
 - iii. Support to the restoration and extension of state authority.
- 7) Not all the roles identified will be appropriate to each mission area or mandate, and a specific Civil Affairs component may not necessarily undertake more than one of them. Cross-mission representation, monitoring and facilitation at the local level is typically the principal role and is undertaken in most missions. Civil Affairs components may also assume one or both of the other roles during the lifespan of a mission, simultaneously or sequentially, depending on the mandate and on the needs identified through the planning processes. Annex B identifies some considerations for planning and transition in relation to the roles of Civil Affairs.
- 8) In each of the roles identified, the work of Civil Affairs intersects with, supports and draws upon the work of a variety of other mission components and international actors. Clearly defined, well coordinated and mutually supportive working relationships - in particular with other mission components and the United Nations Country Team (UNCT) - are essential and should be considered as the foundation for effective Civil Affairs work. Annex C provides guidance regarding cooperation with partners, including Political Affairs components within the mission, the United Nations Development Programme (UNDP) and others.
- 9) Civil Affairs staff frequently head local or regional offices of the mission and may act as Regional Coordinators where assigned this responsibility by senior management. In such situations, they may have additional managerial responsibilities and tasks not covered by this Policy Directive.

D.2 Activities

- 10) This section provides an outline of activities that may be carried out in support of the core roles identified in Section D.1. A full description of each of the activities is provided in Annex A. It is not expected that a Civil Affairs component would undertake all activities summarised

under each role. Rather, this section and Annex A provide a more comprehensive explanation of the core roles and outline the general parameters within which Civil Affairs components should operate, based on the mandate and on mission planning.

i. Cross-mission representation, monitoring and facilitation at the local level:

Civil Affairs staff represent the mission and liaise with local actors on overall operations and on the full range of mission activities (except where a mission component covering a particular activity is also represented locally). Civil Affairs provide a channel for communicating the priorities and perceptions of different sectors of the population to the mission, concerning both the mission itself and the peace process. Conditions and developments at the local level are monitored in support of political and operational work done by the mission from the national level. Conflict analysis and early warning are provided, and progress with mandate implementation is monitored (where relevant in accordance with established benchmarks or indicators that Civil Affairs may also assist in developing). Possible unintended consequences of mission activities are also monitored. Data collection is carried out to support mission-wide strategies and planning for mission activities or, where relevant, those of key partners such as national/local authorities or the UNCT. As part of the overall United Nations effort, Civil Affairs takes account of existing United Nations resources at the local level and, where appropriate, may also facilitate the work of United Nations partners not represented at the local level. Civil Affairs can play an important role in supporting coordination, cohesion and political consistency among local mission actors (including United Nations military and police components) by advising on the broader context of mandate implementation or on specific aspects of relations with civilians.

ii. Confidence-building, conflict management and support to reconciliation:

Civil Affairs actively support the development of social conditions conducive to sustainable peace through support to reconciliation and conflict-resolution activities at the local and/or national levels, and through efforts to support popular engagement and confidence in the peace process. These efforts are undertaken in a number of ways, including: convening or facilitating dialogue between interest groups; direct outreach to the population (working with other mission actors to design and deliver appropriate and consistent messages); support to the efforts of civil society groups seeking peace and reconciliation; the identification, implementation and monitoring of Quick Impact Projects (QIPs); and promotion or protection of the interests of excluded, threatened, marginalised or minority groups.

iii. Support to the restoration and extension of state authority:

United Nations peacekeeping operations contribute to the restoration and extension of state authority in a number of ways, as identified in the United Nations Peacekeeping Operations Principles and Guidelines (Section 2.4). Civil Affairs components support the development of political space at the local level that will contribute to legitimate and representative governance, as well as providing operational support to the activities of state institutions, where appropriate. Support to the development of political space at the local level may involve activities such as civic education, the organisation of pre-election political fora, and assistance with structuring or supporting dialogue between different sectors of the population (including civil society actors) and the government. Civil Affairs work is often focused on supporting participation while representative democracy is being established. The provision of operational support to the activities of state institutions may take a variety of forms, as deemed necessary for mandate implementation and taking account of ongoing United Nations system-wide capacity for responding to institution-building

and governance support needs in post-conflict situations. Further details are provided in Annex A.

- 11) On an exceptional basis, and where a decision is made by mission management that this is the most effective use of resources, Civil Affairs components may temporarily focus their full effort on a specific initiative being carried out by the mission that does not fall directly within the typical remit of Civil Affairs.
- 12) As noted in the DPKO Policy Directive on Quick Impact Projects (QIPs), individual QIPs may be identified and managed by any component of the mission. However, a particularly active role in this regard is played by Civil Affairs Officers in the field because of their local presence and contact with the population. Staff members servicing the selection and management processes for QIPs are also commonly situated within the Civil Affairs component. The Head of Civil Affairs may be delegated overall authority for overseeing the mission-wide QIPs selection process.

D.3 Key principles

- 13) National and local ownership: The population of a country are the primary stakeholders in the peace process, and those who can ideally make the peace process self-sustaining and continue to take it forward after the departure of the mission. Civil Affairs components focus on this eventual goal in their activities, actively supporting the population to engage with the peace process and consistently seeking engagement and buy-in from national actors with regard to mission activities.
- 14) Impartiality and sensitivity to demographic diversity: Civil Affairs components are cognisant of the possible differences in impact of activities on different groups within the population, and maintain a particular focus on considerations of gender in this regard. Civil Affairs ensure that all relevant perspectives and interests, not only those that are dominant, are sought out and impartially taken account of in planning and carrying out activities.
- 15) Sensitivity to context: Constraints of resources, political will and capacity vary within each peacekeeping context. Although the primary purpose of Civil Affairs is consistent across missions, the approach and activities undertaken by different Civil Affairs components will vary, taking account of these constraints as well as the political, economic and social circumstances of a particular country.
- 16) Credibility: Civil Affairs components are often the interface between the mission and the population, as well as a variety of other partners at the local level. As such, the credibility of Civil Affairs is important for overall mission operations. Civil Affairs components derive credibility from: a professional and well-coordinated approach; the realistic identification of activities for a given context; and the consistent application of the principles outlined in this section.

D.4 Civil Affairs management, reporting and support arrangements

Component level

- 17) The Head of Civil Affairs plays a crucial role in providing strategic vision, priority setting and flexible response. She/he is responsible for developing strategies to meet Civil Affairs objectives, for the tasking and management of Civil Affairs components, and for ensuring effective working relationships between Civil Affairs and both mission and non-mission partners. She/he ensures that clear guidance is provided to staff on the execution of their tasks and ensures that the recruitment and training needs of components are identified and

addressed as the focus of their work develops or shifts. Where components are involved in monitoring and reporting on benchmarks, the Head of Civil Affairs ensures consistency. She/he works to identify opportunities and arrangements for external partnerships, including through close coordination with the Deputy Special Representative of the Secretary-General/Regional Coordinator/Humanitarian Coordinator (DSRSG/RC/HC).

- 18) A strong central level office of the Civil Affairs component is essential in order to ensure that the strategies, information and analysis provided by the component are consolidated; analysed for trends; and integrated into overall mission strategies, analysis and planning conducted by other components and joint capabilities within the mission. Information about overall mission strategies, analysis and planning should also be channelled to Civil Affairs personnel at the local level. Technical support to the local level, where relevant, may also be provided from a central level office, for example on issues such as support to state institutions or to civil society.
- 19) Good practice and lessons learned in Civil Affairs work should be captured and shared with other missions on a routine basis, as outlined in the DPKO Policy Directive on Knowledge Sharing and through the Civil Affairs Community of Practice.
- 20) Where Civil Affairs components have included outputs in the Results-Based Budgeting (RBB) framework in line with the mission's mandate, such as the conduct of townhall meetings or training events, the minimal resources other than staff time required to produce these outputs should be included in the mission budget.
- 21) In view of the scope and evolving nature of Civil Affairs work, the design of a Civil Affairs component requires, in most cases, a combination of personnel with varied and complementary skills and experience. As outlined in Article 101 of the Charter of the United Nations, the highest standards of efficiency, competence and integrity are sought in the recruitment of staff. The core profile of a Civil Affairs officer requires strong competencies in problem solving, convening, enabling, facilitating, communication and collaborative engagement. A solid understanding of the protocol and posture required in representing the United Nations, sometimes in relatively isolated conditions, is also a pre-requisite for Civil Affairs work. Building on these core skills and knowledge, staff with broad-based knowledge and experience in the areas of public administration, conflict management and/or programme management may also be required, depending on the activities undertaken by the component at different periods during the lifespan of the mission. National professional staff may be a particular asset for Civil Affairs work.
- 22) The separate recruitment (through issuance of a specific vacancy announcement) of staff members with a high level of specialisation in specific areas of public administration support may be undertaken on an exceptional basis, as occasion requires.
- 23) Appropriate training is vital for effective response to different needs in different contexts and should be adequately accounted for in planning and budget preparation processes.

Mission level

- 24) Civil Affairs components report through the Head of the Civil Affairs to the Mission Leadership Team. Civil Affairs work tends to span issues covered by the leadership structure, but is predominantly linked to the political objectives of the mission as mandated by the Security Council and set out in the Mission Plan. As such, the Civil Affairs component will typically report to the Leadership Team through the political pillar of the mission (in integrated mission structures). Oversight by the political pillar is required in situations where Civil Affairs components are performing a sub-national political function at the local level, along with their other tasks.

- 25) Because of the scope and nature of their work at the local level, Civil Affairs components often also represent a key interface locally to the work of the UNCT. In these instances, the DSRSG/RC/HC has a vital role, as outlined in the Secretary General's Note of Guidance. Where the work of Civil Affairs evolves such that the primary focus becomes operational support to state institutions, planning processes - including those at United Nations Headquarters (HQ) - may take into consideration that oversight of the function be provided by the DSRSG/RC/HC in order to facilitate coordination with other United Nations actors in this area.
- 26) In view of the need for rapid deployment of Civil Affairs personnel to local level offices early in mission deployment in order to establish contact with the population and verify planning assumptions on the ground, strong support from senior mission management - both substantive and mission support - is required from the early stages of mission deployment.

DPKO - HQ level

- 27) DPKO and DFS plan, manage and provide strategic and operational support to United Nations peacekeeping operations. Peacekeeping missions should provide regular reporting on Civil Affairs activities to DPKO HQ as part of standard mission reporting, through code cable and daily situation reports. Special reports on activities or issues relevant to Civil Affairs work should also be provided, as appropriate. The Office of Operations in DPKO HQ provides day-to-day executive direction to peacekeeping operations, offering strategic, political and substantive guidance to the field. This includes recommendations and guidance on the Civil Affairs strategies and operations of individual peacekeeping missions. The Civil Affairs function within the Policy, Evaluation and Training Division of DPKO coordinates the development and distribution of policy, guidance, training and best practices relevant to Civil Affairs work, and identifies and pursues opportunities to improve institutional support to the function.

E. TERMS AND DEFINITIONS

- 28) **Quick Impact Projects (QIPs):** QIPs are small-scale, rapidly implementable projects, of benefit to the population. These projects are used by United Nations peacekeeping operations to establish and build confidence in the mission, its mandate, and the peace process. (DPKO Policy Directive on Quick Impact Projects QIPs)

F. References

Normative or superior references

- Charter of the United Nations
- United Nations Peacekeeping Operations Principles and Guidelines
- Security Council resolution 1325 (2000) on Women and peace and security
- Secretary General's Note of Guidance on Integrated Missions
- Integrated Mission Planning Process

Related policies

- DPKO / DFS Policy Directive on Authority, Command and Control in United Nations Peacekeeping Operations
- DPKO Policy Directive on Quick Impact Projects (QIPs)
- DPKO Policy Directive on Knowledge Sharing

- DPKO Policy on Joint Mission Analysis Cell (JMAC)
- DPI / DPKO Policy and Guidance for Public Information in United Nations Peacekeeping Operations
- *[DPKO Civil-Military Liaison Policy when approved]*

G. Monitoring and Compliance

- 29) Overall management oversight of Civil Affairs within the mission is the responsibility of the Head of Mission and is usually delegated to a DSRSG. The Head of the Civil Affairs component is responsible for oversight at the operational level.
- 30) External oversight of Civil Affairs shall be provided by the Office of Internal Oversight Services (OIOS), in accordance with the standard procedures of that Office.
-

H. DATES

- 31) This policy shall be effective on 1 April 2008 and reviewed no later than 1 April 2010.
-

I. CONTACT

- 32) The contact for this policy is the Civil Affairs Focal Point within the Peacekeeping Best Practices Section, DPKO HQ.
-

J. HISTORY

- 33) This is a new policy and has not been amended.
-

SIGNED:

 11 March 2008

Annex A: Civil Affairs Activities

As described in the DPKO Civil Affairs Policy Directive, Civil Affairs components are not expected to carry out all of the activities listed for each role. Instead, Civil Affairs should target a limited number of activities to meet identified needs, depending on the context and the phase of mandate implementation. The activities below are divided roughly into the three core areas, but activities are not restricted to the individual role under which they are identified here. They may also be carried out in support of the other roles, where relevant. Similarly, some activities may support more than one role at the same time. For example, efforts to build confidence and address conflict at the local level are often inextricably linked to efforts to develop political space and accountability at the local level; and activities undertaken in support of one of these areas will often also be intended to impact on the other.

Cross-mission representation, monitoring and facilitation at the local level

1. *Liaison and representation*: Civil Affairs components provide civilian representation on behalf of the mission at the local level, establishing and maintaining contact with representatives of local authorities, as well as relevant civil society actors and non-governmental interest groups. In essence, the liaison and representation work of Civil Affairs at the local level involves ensuring that the full spectrum of governmental and non-governmental actors have accurate information about the mandate and full range of operations of the mission, and ensuring that the mission has accurate information about the roles, concerns and perspectives of the various structures and groups operating at the local level (including with regard to attitudes towards the mission or concerns about the conduct of peacekeepers, where relevant). The range of subjects on which liaison takes place in different places will vary depending on the level of local representation of mission personnel from specialist components, such as Disarmament, Demobilization and Reintegration (DDR) or Human Rights. Close coordination is needed in these cases, as outlined in Annex C.
2. *Data collection and monitoring*: In addition to reporting on the liaison activities described above, there is a wide range of types of information and data that can be collected by Civil Affairs Officers through their extensive local level presence.¹ Usually, information collection activities and regular reporting are performed in direct support of the core roles carried out by Civil Affairs. However, Civil Affairs components may also carry out information gathering in support of other actors, including other civilian and military components of the mission, other United Nations agencies or state institutions. The most common use for information collected is to support the planning of future strategies and activities. Clarity as to the eventual use of the information collected is established in advance, so that effective use is made of this capacity. Civil Affairs should take account of information resources already available upon deployment, especially those of the UNCT, where available. Civil Affairs components may also be involved in monitoring activities, for example monitoring local government performance countrywide or monitoring overall progress towards peace. In these cases, clear guidance is provided about what is monitored and how. In some cases, the information collected feeds into a formal process of assessment on specific issues against established benchmarks, and Civil Affairs may also advise on the formulation of these benchmarks.
3. *Conflict analysis*: Civil Affairs Officers may provide analysis and recommendations on the range of political, social and economic issues at the local level that may affect both long- and short-term stability, in particular as these issues relate to dynamics at the national level. The analysis may include the identification of conflict drivers and an analysis of their nature, an assessment of obstacles to the establishment of peace, as well as recommendations for

¹ Types of information collected by Civil Affairs components may include, *inter alia*, the following: public opinion surveys, information about activities and capacities of civil society and other actors, data about the socio-economic and institutional profiles of a municipality – including in the form of “municipal profiles”, assessment of capacity-building needs for local governance (at individual, institutional and infrastructural levels), mapping of the political landscape of local government, mapping of instances of social conflict, etc.

responses at the national and local level by either mission actors or other partners. This analysis, together with data collected, feeds into the Political Affairs section and the JMAC at mission headquarters (where established) and can, thereby, inform the political and operational work of the mission coordinated at the central level. The analysis also contributes to the planning of future strategies and activities of Civil Affairs and other mission components for addressing conflict at the local level, and feeds into the formation of strategic external partnerships to respond to local level conflict. Sources for the analysis can include information from meetings with relevant actors through liaison activities, as well as analysis of other information collected by Civil Affairs.

4. *Early warning*: As a subset of the conflict analysis described above, Civil Affairs Officers can provide timely and effective information about potential and imminent conflict at the local level, enabling action to avert the conflict or reduce the risk of escalation. Recommended responses may involve actions by Civil Affairs components themselves, most likely in a confidence building or conflict resolution role, or by other components, such as Political Affairs or Public Information at the central level.
5. *Analysis of overall mission impact*: Civil Affairs components can report on the overall impact and progress of the mission at the local level, sometimes according to established benchmarks. There can be a focus here both on progress with the explicit objectives of the mission and on unintended consequences, such as the impact on the local economy or environment.
6. *Supporting coordination, cohesion and political consistency amongst local and regional level mission actors*: Civil Affairs officers play an important role in helping to ensure coherence of mission operations at the local level and consistent interpretation of the mandate by mission actors, including through advice on civilian issues to uniformed components of the mission. Where relevant, Civil Affairs may head local and or regional offices, and may perform the function of Regional Coordinator where relevant. In some locations Civil Affairs Officers are the sole civilian representatives of the mission at the local level.
7. *Supporting co-ordination with/of local- and regional-level external partners*: Civil Affairs officers can also play a coordination role among non-mission actors at the local level, including UNCT actors, as deemed necessary and depending upon arrangements made with other actors in a country specific context. Where coordination and information sharing mechanisms exist at the local level, as is most frequently the case, Civil Affairs should participate; where they do not exist, Civil Affairs should initiate them in collaboration with other actors.
8. *Facilitation of the work of other external actors*: Where key actors are not represented at the local level, such as other mission components or UN Country Team actors, Civil Affairs components may facilitate their work in a number of ways, including; the provision of information to inform their programming (including the identification of needs), and support to monitoring implementation of programmes at the local level.

Confidence-building, conflict management and support to reconciliation

9. *Community outreach*: Community outreach involves direct contact between the population and Civil Affairs officers, as well as other actors, such as civil society. This kind of outreach is often done in the form of "townhall" meetings, and is an opportunity for the provision of information on, and promotion of public discussion about, key issues and policy directions or texts, such as peace agreements and Security Council resolutions. It is also an opportunity for the first-hand provision of targeted messages to specific groups (designed in collaboration with the Public Information component).
10. *Support to good relations between the mission and the population*: Part of the community outreach role (related to the role in supporting cohesion and cohesion amongst local and regional level mission actors described in paragraph 6) involves promoting good relations and understanding between mission actors and the population. In addition to community outreach about the role of the mission, this can involve briefing mission actors, in particular uniformed components, on cultural issues and the civilian context of mandate implementation.

11. *Quick Impact Projects (QIPs)*: QIPs may be identified by any component of the mission; however, Civil Affairs Officers are often well placed to effectively identify potential projects because of their extensive presence at the local level. Civil Affairs components, therefore, take an active approach to identifying QIPs projects, which are intended to build confidence in the mission, the mandate or the peace process. Where appropriate, the Head of Civil Affairs may be delegated authority to provide oversight of the management processes for QIPs programmes.
12. *Support to civil society efforts to promote a culture of peace*: Civil society actors are often influential at the community level, having the potential to serve, on the one hand as peace re-enforcers or, on the other, as spoilers to fragile peace processes. Civil Affairs Officers may work to support civil society groups or civil society institutions, such as universities, that promote a culture of peace and reconciliation, by organising joint initiatives (e.g.: dialogue, conflict resolution, sporting events, etc.) or by assisting them to identify donors or technical support. In some cases, Civil Affairs Officers may provide limited operational or capacity-building support to civil society organisations, particularly in cases where the organisations are acting as implementing partners for QIPs. On occasion, Civil Affairs components may assist in the facilitation of relationships between civil society groups and international donors.
13. *Support to dialogue between groups in conflict*: Civil Affairs officers can also assist in initiating, facilitating or structuring dialogue between different interest groups in conflict for the purpose of building confidence and resolving conflict. Civil Affairs officers often play a convening role in this context. This activity can take place both at the central level, in the form of national dialogue, or at the local level. In some contexts, this kind of activity is structured such that dialogue at the local level feeds into a national process. Often this activity (as well as many of the other activities described under this role) can be linked to efforts to promote the development of political space outlined in the subsequent section.
14. *Promotion/protection of the interests of members of excluded or threatened groups*: In situations where inequitable access to rights, resources or participation by specific groups (such as internally displaced persons (IDPs) or minority ethnic groups) is likely to undermine the establishment of durable peace, or where groups are under threat, Civil Affairs Officers may be involved in promoting the interests of members of these groups, through advocacy or other activities. All activities of this nature should be done in close consultation with the DSRSG/RC/HC and with relevant humanitarian, political, human rights and protection actors, in full respect of humanitarian principles and international humanitarian and human rights law. Where appropriate, Civil Affairs can provide an interface between these actors and United Nations uniformed components in support of these goals, and advise uniformed components on planning their work in this area.
15. *Addressing specific conflict drivers*: Activities will vary extensively from mission to mission and could include involvement in issues such as access to employment, property dispute resolution, etc. Usually activities of this nature will be carried out by partners with expertise in the relevant areas, but there may be instances in which Civil Affairs Officers would undertake to support these activities. The response would need to be targeted to the specific circumstances.

Support to the restoration and extension of state authority

Development of political space at the local level

16. *Civic education activities*: Civil Affairs officers may initiate or support civic education programmes at the local level on a range of issues, in coordination with local authorities and/or civil society actors where relevant and where those issues are related to mandate implementation. Topics covered could include elections, policy issues, the structure of government, good governance principles, etc.
17. *Political fora or townhall meetings*: Civil Affairs officers may support the organisation of public meetings at which politicians, local officials, candidates for election, and/or other relevant actors present their platforms or initiatives to the local population and relevant interest groups, including civil society actors.

18. *Support to dialogue and cooperation between authorities and relevant interest groups:* This dialogue is generally focused on creating political space and accountability, whereby different stakeholders have a formal platform from which to comment on, or input to, government activities. Civil Affairs activities in this regard can also involve supporting the central government in the development of dialogue strategies/structures. Civil Society organisations may represent an important pillar to facilitate the task of building democratic institutions and can promote greater accountability. Civil Affairs can advise and support them in this regard, including through supporting the strengthening of existing civil society platforms or organisations that support civic participation and participatory democracy. Capacity support or assistance with linkage to donors may also be pursued, as discussed in paragraph 12 above.
19. *Support to the development of structures for accountability and transparency:* This may include sharing appropriate methodologies for participatory planning processes with local authorities and/or by playing a convening or facilitation role in this regard where appropriate, as well as advising on mechanisms for the participatory performance evaluation of institutions in place.

Operational support to state institutions

20. Civil Affairs may undertake such activities in this area as deemed necessary for mandate implementation, and may recruit staff with specialised knowledge in the relevant area, if necessary. Response to specialised needs identified in these areas is ideally carried out in coordination with the mission by longer-term actors with specialist knowledge in this public administration support (such as UNDP, international financial institutions, bi-lateral and multi-lateral actors/donors) and is sometimes coordinated through a governance compact established with national authorities. Civil Affairs can assist in mobilising support from these actors, in coordination with the DSRSG/RC/HC. Civil Affairs work in this area should be mindful of the political dimensions of efforts to strengthen state institutions and should ensure coordination with Political Affairs components on this subject.
21. *Preliminary assessment of capacity-building and support needs:* Based on methodologies agreed with relevant national actors, development actors and donors, as necessary, Civil Affairs may, where necessary and appropriate, provide a preliminary assessment of the scope of external support needed in the following areas: specialist policy advice, capacity building, (including training, institutional strengthening and reform and infrastructural support) and legislative and constitutional reform.
22. *Support to policy, planning and decision-making processes:* Civil Affairs officers may assist policy and decision-making processes through the targeted collection of information and data on behalf of authorities (as described in paragraph 2), as well as through advice on methodologies for priority setting, planning and budgeting. Civil Affairs components may be involved in identifying countrywide patterns of need for specialist support, in terms of policy or restructuring advice, and may help to mobilise a response in coordination with the Office of the DSRSG/HC/RC. Where necessary, Civil Affairs components may also recruit specialists to these functions. Usually these specialists would be based at mission HQ and would provide advice to Civil Affairs officers in the field.
23. *Logistical and administrative support:* In contexts where local government has been minimal or has diminished during the conflict, Civil Affairs components may assist by helping local government representatives to return to local areas, including in the following ways: providing basic administrative support in drafting agendas, preparing minutes of meetings, developing filing systems, support in instituting basic information management or coordination mechanisms, and so on. Where appropriate, Civil Affairs officers may be co-located with local authorities in order to share assets such as computers and communications equipment, pending restoration or creation of organisational capacity in the local authority.
24. *Small-scale capacity building support, and local implementation of joint capacity-building programmes with other development actors:* Because longer-term development actors tend to be less well represented at the local level, Civil Affairs can often play an important role in this area and, where relevant, small-scale capacity building activities may be undertaken.

Components may also assist with monitoring or facilitating the planning or implementation of programmes of other actors at the local level. Civil Affairs officers may undertake joint programmes with other actors through local-level implementation, for example through the provision or facilitation of training for newly elected officials on subjects such as local finance, administration, budgeting, management of state structures, etc. These programmes should be jointly designed with national authorities and, wherever possible, delivered by a state institution, such as the civil service commission or similar institution. Where it will build confidence in the peace process, the mission or its mandate, QIPs may be used to strengthen the capacity of government institutions.

25. *Support to resource mobilisation efforts:* Civil Affairs Officers can support at the local level efforts by central government authorities and mission HQ to mobilise donor interest. In this context, Civil Affairs components may, where appropriate, help to ensure that donor agency interests in programmes are harmonised with central strategies and priorities, particularly country strategies/plans agreed with national authorities.

Annex B: Planning and Transition

The Integrated Mission Planning Process (IMPP) outlines a series of phases for the planning of mission operations, including modalities for joint planning with other United Nations partners. The broad role(s) of the Civil Affairs component in the early phase of the mission and the overarching ways in which these roles intersect with those of UNCT actors are established through the advance and operational planning processes of the IMPP.

Within the context of the IMPP and the work of the Integrated Mission Planning Team (IMPT) within the mission, there are a number of planning processes that Civil Affairs components will need to take account of and, if appropriate, feed into. These include the planning activities of national and local authorities themselves, as well as mechanisms used by donors, international financial institutions, United Nations agencies, non-governmental organisations (NGOs) and others for planning their activities. Examples include the Post Conflict Needs Assessment (PCNA) mechanism used by the United Nations Development Group (UNDG) and the World Bank, the Consolidated Appeals Process compiled by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), the Common Country Assessment (CCA) led by UNDG, as well as longer term participatory planning and priority-setting mechanisms, such as Poverty Reduction Strategy Papers (PRSPs).

The roles of Civil Affairs components can change or evolve over the lifespan of a mission, with emphasis on different activities within each role as appropriate. Major changes in this regard are managed through the review and transition planning processes of the IMPP and, in some cases, may reflect mandate revisions/adjustments.

Although there is no strict typology for different phases of Civil Affairs operations over the lifespan of a mission, there are a number of considerations related to phasing and transition that may apply.

- i. During deployment and mission start-up, the focus is typically on rapid deployment into the field, depending on the security environment, in order to perform the cross-mission local-level representation and monitoring role described in paragraph 14.1 of the DPKO / DFS Policy Directive on Civil Affairs. During the early stages of a mission in particular, Civil Affairs may be the only, or one of the few, civilian components represented at the local level. As such, they may service the needs of a wide variety of mission components and other stakeholders if not already represented. The development of contacts, information collection, needs assessment, conflict analysis and early warning are all key tasks during the early stages. These tasks should draw on UNCT capacities at the local level, where existing. Recruitment and training needs for future activities are key early considerations, as is the identification of opportunities for collaboration and joint work with other actors in line with the strategic frameworks for partnership between the mission and UNCT developed by the IMPT. Where the mission has a mandate for the restoration and extension of state authority, the assessment of needs at the central level and of possible responses from actors with expertise in these fields is carried out. Some early confidence-building activities may take place at this stage, such as the rapid identification of a small number of visible QIPs.
- ii. In a formative or transitional political environment, such as a pre-election period, there is often a focus on activities related to supporting the development of political space at the local level, as well as on more in-depth activities related to confidence-building and conflict management. A larger variety of civilian components and other stakeholders may be present at the local level and the Civil Affairs component is likely to focus more narrowly on these specific roles. Where relevant, planning for possible future activities to support state institutions at the local level takes place, in close coordination with other actors.

- iii. In a mature political environment, such as a post-election period, there is likely to be a continued focus on the activities described above. However, activities in support of the restoration of state authority, where relevant, may expand or shift in emphasis, for example to include hands-on support to local-level institutions and newly elected officials. The aim of the peacekeeping mission is to support the creation of minimum foundations and safeguards until national capacity or specialised international capacity takes over; therefore, close partnership and planning with longer-term actors, particularly UNCT actors, is important.
- iv. As the mission begins the process of withdrawal, Civil Affairs may return to a broader cross-mission liaison and monitoring function as other civilian components and stakeholders that may have been represented at the local level begin to draw down.

Annex C: Partnership arrangements

The division of labour between Civil Affairs components and other actors should be tailored to match the needs and resources available in each context and should be determined through ongoing planning processes. This Annex outlines some effective approaches and general principles for working with the major partners of Civil Affairs. It is not intended to be an exhaustive list, but to identify those partners that Civil Affairs components tend to work with on an everyday basis.

Civil Affairs within the mission

As part of their cross-mission support function at the local level and as agreed with the relevant component at the central level, Civil Affairs may assist other mission components (Rule of Law, DDR, Humanitarian, etc.) with specific information collection, early-warning, monitoring or facilitation activities at the local level where requested and where these components are not represented locally.

1. Information and analysis collected by Civil Affairs components should feed into JMAC, where this is in place.
2. Typically, Political Affairs components work on national-level political processes, and Civil Affairs work on sub-national political processes as *one aspect* of their cross-mission function at the local level. In addition to the more operational tasks described in the policy, this will generally involve reporting on developments and dynamics at the local level - in particular as they relate to the national level - and, where appropriate, delivering messages to local level political actors on processes pursued at the national level. A strong linkage with the Political Affairs component is therefore particularly important, characterised by a shared strategic approach and effective arrangements for the two-way sharing of information and analysis. 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.
3. In integrated missions the DSRSG/RC/HC, with a triple-hatted function, has an important role to play in linking the mission activities with those of the UNCT (see Secretary General's Note of Guidance on Integrated Missions). Although there may not be a direct reporting line from Civil Affairs to the DSRSG/RC/HC, close coordination between the Head of Civil Affairs and the Office of the DSRSG is important to ensure that the DSRSG is both aware of and can facilitate partnership between Civil Affairs and UNCT actors, as described in the section below on UNCT partners.
4. Many United Nations 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 multi-dimensional United Nations 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 as the work of Civil Affairs, particularly at the social and administrative levels, may closely intersect with that of Human Rights components. 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 United Nations Human Rights mechanisms.

5. Civil Affairs components can play a direct role in support of Public Information activities, through 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 component is essential to ensure the consistency of the messages communicated through direct contact with the public and the messages delivered through the media.
6. Civil Affairs officers at the local and regional levels provide Military and Police components with advice concerning civilian issues and the broader context of mandate implementation.
 - i. The work that Civil Affairs performs at the social and administrative levels countrywide can help to gradually demilitarise problems faced by the military, for example through encouraging dialogue or civic interaction in buffer zones. The principal counterparts in the military tend to be civil-military coordination actors, both at Headquarters and in the field, with whom close coordination is needed concerning the strategic and policy framework for their local operations and their liaison activities with local authorities and the population. Civil Affairs may also work in coordination with military contingents at the sector level, through advice to the Sector Commander. Where relevant, the work done by Civil Affairs should also be coordinated with the work of Military Observers. Civil Affairs can advise on selection and management processes for QIPs. Where 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 policy in this area. Where Civil Affairs is the most appropriate actor to perform these tasks, components can assist in the development of joint civil-military planning, including in relation to the protection of civilians and harmonisation with humanitarian contingency plans.
 - ii. Coordination with United Nations Police should take place at the mission HQ, district and regional levels, as well as station levels where appropriate. Again, 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 to both induction processes and police project or programme development where requested.
7. Civil Affairs can perform a useful support to the Planning function in missions at all stages of mission deployment, as well as to the Integrate Mission Planning Team (IMPT). In early stages, Civil Affairs can provide information to planners about conditions on the ground, so that planning assumptions may be verified or adjusted. Civil Affairs can also assist with the development of benchmarks to monitor mission progress and can monitor progress against these throughout the lifespan of the mission (including during the withdrawal phase).
8. Where a United Nations 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 operation support by the Electoral Assistance Division of the Department of Political Affairs (DPA). It is important that close coordination is maintained and information shared between these components and Civil Affairs, and that guidance from the electoral component is sought on relevant issues, for example in cases where Civil Affairs is supporting the restoration of state authority by initiatives aimed at developing political space at the local level as described in the Civil Affairs Policy Directive, paragraph 10.iii.

National partners

Major partners will typically include national and local authorities, traditional leaders, private sector actors and civil society, including religious groups, NGOs, women's groups, universities, private sector guilds, community and interest groups and think-tanks.

In working with local level actors, Civil Affairs components need to be mindful of the linkages between local and national authorities. Impartiality is essential, together with an awareness of possible political sensitivities in working with non-governmental actors.

UN Country Team partners

Ideally, United Nations peacekeeping operations are one component of a longer term United Nations strategy in post-conflict environments. The capacities and resources of different United Nations actors will vary in different contexts, and the activities of Civil Affairs components may also vary accordingly – depending on the needs and appropriate responses identified through the IMPP.

The UNCT consists of a variety of United Nations agencies and programmes. Further information about each of the United Nations agencies and programmes can be found through the following Internet address: www.unsystem.org. Whilst Civil Affairs components and United Nations peacekeeping operations have an exclusive focus on United Nations Security Council mandates, other United Nations actors operate in response to separate governing bodies, mandates and principles. Civil Affairs should be cognisant of these and sensitive to them.

Some United Nations 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 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.

UNCT actors bring to bear specialist expertise on a range of issues, as well as capacity to programme resources. As part of a team effort at the local level, and bearing in mind the different mandates and principles under which different actors operate, it may be appropriate for Civil Affairs to undertake joint strategising and/or work planning with relevant UNCT members in order to maximise deployed United Nations resources (in terms of personnel, expertise and programme funds). Civil Affairs may also undertake joint programmes with United Nations development actors, such as UNDP, where appropriate, for example through local-level implementation of jointly designed programmes.

As described in Annex A, Civil Affairs components can, where appropriate, facilitate the work of United Nations partners that are not represented at the local level in a number of ways, including the provision of information to support their programming (including the identification of needs) and support to monitoring implementation of programmes at the local level.

Particularly in integrated missions but also in more limited mandates, Civil Affairs and UNCT staff should look proactively for opportunities to cooperate as part of a coherent United Nations-wide approach to mandate implementation and peace consolidation. A strong relationship with United Nations development actors, and in particular UNDP, is often key, particularly in helping ensure the sustainability of activities once the peacekeeping operation scales down.

External partners

Major non-UNCT international actors – many of whom are represented at the national rather than sub-national level – include bi-lateral national development agencies, multilateral organisations, international financial institutions, sub-regional organisations, international NGOs and think-tanks.