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Joint Mission Analysis Centres (JMAC)

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**DPO POLICY ON
Joint Mission Analysis Centre (JMAC)**

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A. PURPOSE AND RATIONALE

1. This policy provides guidance on the establishment and functioning of Joint Mission Analysis Centres (JMACs) in peacekeeping operations to ensure that missions have in place an entity capable of collecting and analysing multi-source information to produce integrated analysis and forward-looking assessments in support of mission planning and decision-making.
2. This policy should be read in conjunction with the associated JMAC Field Handbook (Ref.2018.03), the Policy on Integrated Assessment and Planning (9 February 2018), the Policy on Authority, Command and Control in United Nations Peacekeeping Operations (Ref.2019.23), the Policy on Peacekeeping-Intelligence (Ref.2019.08) and related guidance¹, and relevant Department of Peace Operations (DPO) crisis management and integrated reporting guidance.
3. Peacekeeping missions conduct a wide range of mandated activities in fluid and demanding environments. Comprehensive situational awareness and understanding supports the ability of senior mission leadership to identify, prevent, mitigate and/or respond to threats and opportunities to mandate implementation.
4. Together, Joint Operations Centres (JOCs) and JMACs support the spectrum of situational awareness, understanding and forecasting in peacekeeping operations. Whereas JOCs focus on day-to-day situational awareness, the JMAC generates integrated analysis and forward-looking assessments, providing the Head of Mission (HoM) and the Mission Leadership Team (MLT) with an incisive understanding of issues, trends and threats and their implications for

¹ United Nations Military Peacekeeping Intelligence Handbook, April 2019; United Nations use of Unmanned Aircraft Systems (UAS) Capabilities, February 2019; United Nations JMAC Field Handbook April 2018.

strategic and operational decisions that may impact mandate implementation and the security of UN personnel, assets and premises.

5. JMACs are the mission organizational unit that provide integrated analysis and assessments of threats and opportunities of events, incidents, developments, patterns and trends that can impact the mandate implementation. JMACs play important roles throughout missions' life cycle, including mission start-up, steady state, transition, drawdown and withdrawal. JMACs also play a critical role in fulfilling the requirements under the DPO Peacekeeping-Intelligence Policy. The work of JMACs also supports strategic, operational, and tactical planning and decision-making, as well as provides the support to the Comprehensive Performance and Assessment System (CPAS) when applicable. The JMAC contributes also to overall crisis management through the provision of integrated threat assessments and other analytical products and support.
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B. SCOPE

6. This policy is directed at Head of Mission (HoM) and mission Chief of Staff (CoS) and heads of mission organizational units. It applies to all integrated peacekeeping operations.² Application in other mission settings will vary according to each mission's mandate and structure.
 7. Compliance with this policy is mandatory for all mission components as well as for offices at DPO United Nations Headquarters, New York (UNHQ) responsible for supporting peacekeeping operations.
 8. Special Political Missions with an integrated analysis unit could benefit from the best practices set out in this policy.
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C. POLICY

C.1 General

9. All missions shall have a capacity to produce multi-source integrated analysis and forward-looking assessments.
10. Integrated peacekeeping missions shall establish a JMAC to meet these analysis requirements. In other mission settings, the HoM and the CoS in consultation with DPO and DOS at UNHQ, will determine whether the establishment of a JMAC is necessary in relation to the mission's mandate, capacities and operational environment.
11. Non-integrated peacekeeping missions may opt to establish a JMAC. For missions that choose not to, they shall be guided by the spirit of this policy and the accompanying JMAC Field Handbook in the development of multi-source integrated analysis.

² Certain integrated missions that are in a drawdown or transition phase may require alternate arrangements than those outlined in this policy. Any deviation from the policy in these circumstances should be consulted with DPO at UNHQ.

C.2 Functions

12. JMACs are joint or integrated entities (civilians and uniformed personnel such as Military, Police and/or Corrections officers) established to support mission planning and decision-making through the provision of integrated analysis and forward-looking assessments. Chief JMAC shall serve amongst the main advisors to the CoS and HoM on integrated analysis and forward-looking assessments.
13. The JMAC shall fulfil its functions in accordance with mission-wide information priorities identified by the HoM and MLT. It may also support individual mission components in their decision-making processes.
14. The JMAC shall be responsible for:
 - (a) Managing information requirements from the HoM and MLT, including through the development of an information Acquisition Plan (AP) to support mission leadership decision-making;
 - (b) Acquiring and analysing multi-source information, including peacekeeping-intelligence-related information, to prepare integrated analysis and forward-looking assessments that are timely, accurate, comprehensive, structured data and relevant to support decision-making; mission strategic, operational planning; and crisis management;
 - (c) Identifying threats, challenges and opportunities to mandate implementation.
15. The JMAC is not a policy-making entity and does not typically make recommendations on managerial or operational (including policy) responses, although it can do so if requested by the mission leadership. JMAC products should be accurate, objective and mandate-oriented, and be used to inform decision-makers and relevant policy, analysis and planning units. The work process of the JMAC is outlined and specified in the JMAC Field Handbook.
16. JMAC shall ensure that support to the spectrum of situational awareness, understanding and forecasting incorporate as much as possible a gender and human rights-based analysis. Guidelines and reporting mechanisms shall include data disaggregated as much as possible beyond just sex and age whenever it is possible.
17. The JMAC does not have a mandate to investigate internal matters. Any information related to possible misconduct by United Nations personnel shall be immediately forwarded to the mission conduct and discipline component, for assessment and referral for investigation, as appropriate, including by the Special Investigation Units (SIU) or the Office of Internal Oversight Services (OIOS).
18. Through its work, the JMAC must be able to effectively incorporate political, civil affairs, protection-related issues (protection of civilians, human rights, conflict-related sexual violence, and children in armed conflict), military, police, security, rule of law (justice and security sector reform), disarmament, demobilization and reintegration (DDR), electoral, gender equality and women, peace and security, humanitarian, development, human rights, natural resources and any other mandate-related perspectives in mission-wide information collection and analysis.

19. Through its information acquisition and analysis capabilities, the JMAC shall engage with mission staff, the UNCT, the Humanitarian Country Team (HCT) where it exists and, as appropriate, with non-UN entities in the country and the region.
20. Relevant JMAC products such as weekly threat assessments and other ad-hoc products and data, as appropriate, shall be shared regularly with UNOCC/RLU and other relevant UNHQ analysis capacities to support situational awareness and analysis requirements of UN leadership at UNHQ. This exchange shall be made through agreed upon information exchange protocols and with the consent of the HoM. Similarly, the UNOCC and other analytical capabilities such as those found in the DPPA-DPO Regional Divisions, the Office of Military Affairs' (OMA) Assessments Team and the Police Division (PD) shall share relevant information with mission JMACs. Protocols may be established with the Department of Safety and Security for mutual information sharing between JMACs, the UNOCC and the UNDSS Threat and Risk Service (TRS).
21. In liaising with external partners for the acquisition of information, mission personnel shall fully observe and shall act in consistence with the mission's mandate and all principles, rules and obligations of the Organization, including with regards to the promotion and protection of human rights and the prohibition to knowingly aid or abet any violations of international human rights or humanitarian law. It must ensure protection of human sources, including by ensuring confidentiality of sensitive source in external reports and widely circulated internal reports. The prohibition of child sources, paid sources and other limits established by the Peacekeeping Intelligence and the DPO guidelines on the acquisition of human intelligence.
22. When operating in protection of civilians (POC) mandated peacekeeping operations, civilian harm mitigation and do no harm principles must be observed by all components of a Mission. Efforts to mitigate harm to civilians shall therefore be taken before, during and after operations and shall inform operational planning and the conduct of operations. These principles are inclusive of Mission efforts to acquire and verify intelligence through civilian sources in theatre.
23. The threat assessment and other analysis of JMACs may also inform the work of the CPAS. If JMAC is given a substantial role in the development of the CPAS, adequate additional human resources should be provided to JMAC.

C.3 Establishment

24. Mission JMACs are entities established at Mission Headquarters level and are part of the Office of the CoS. The JMAC shall be established as a matter of priority during a mission start-up phase. Mission JMACs may deploy staff at the field level, on an ongoing or temporary basis.
25. The HoM, supported by the CoS and the Chief JMAC, shall enact mission-wide instructions setting out the mandate of the JMAC and its relationship to other relevant mission organizational units as well as peacekeeping-intelligence coordination structure, where applicable. All guidance produced at mission level relevant to JMAC work shall be shared and consulted where applicable with the UN Operations and Crisis Centre (UNOCC) at UNHQ.
26. During the life cycle of the mission, any strategic, resource and/or staffing reviews should ensure that the JMAC is able to fulfil its core functions for integrated analysis and forward-looking assessments.

27. The JMAC shall be one of the last entities to discontinue operations during a mission transition or drawdown. The capacity of the JMAC should be maintained throughout this process and, depending on the circumstances, the needs of the mission may require increased capacity to deal with threats or opportunities for the transition, drawdown or closure.
28. The JMAC's analysis products shall inform the MLT as to any threats and/or opportunities for the transition/drawdown/closure process. In that regard, staffing reviews and allocation of assets should avoid curtailing the resources available to the JMAC, and even consider strengthening these during this period to ensure that, as the presence of the mission across the country diminishes, this does not impact on the situational awareness and the understanding of leadership on potential vulnerabilities.
29. During mission drawdown any restricting plans impacting the JMAC such as the possibility of merging certain mission situational awareness and analytical capabilities should be consulted with UNHQ (UNOCC). The JMAC's core capabilities and distinct role should be maintained.

C.4 Information Sharing

30. Upon establishment of the JMAC and based on guidance provided by mission leadership (such as the mission reporting directive), all mission components, both at Mission Headquarters and Field Office level, in particular relevant analytical entities, shall put in place mechanisms to share timely and accurate information with the JMAC to enable the production of its integrated analysis and forward-looking assessments. For effective mandate implementation, it is important that, from the outset, clear coordination and information exchange protocols be established within the mission between the JMAC and other mission components, as well as other stakeholders.
31. The creation of an "information community"³ as a functional network linking the JMAC and different mission assets⁴ that contribute to providing understanding is a good practice for ensuring the efficient and effective use of resources. In this respect, the JMAC shall establish a close and complementary relationship with the JOC. All mission components and the UN Country Team (UNCT), where relevant, as well as the Humanitarian Country Team (where present), shall share routine information with the JMAC to enable integrated analysis. Focal points or liaison officers to the JMAC shall be identified for all relevant mission components. The focal points or liaison officers usually facilitate the information exchange between their components and the JMAC, contribute to the information acquisition and also support the identification, recommendation as well as the analysis of the PIRs. Information should be shared with JMAC in accordance with the Peacekeeping-Intelligence Policy. The JMAC shall also establish protocols through which it can provide information and share relevant products with mission components and, where applicable and with respect to confidentiality, with the UNCT, as well as certain external interlocutors such as non-UN international actors (NATO, EU, AU; ECOWAS; OIC; IGAD etc), with the consent and upon guidance of the HoM. The exchange on information with non-United Nations security forces must occur in compliance with the human rights due diligence policy on UN support to non-UN security forces (HRDDP)

³ For more reference please consult the JMAC Field Handbook Annex VIII UNIFIL Information Community SOP, p. 201.

⁴ Such as manned and unmanned aviation platforms and GIS satellite imagery analysis capability.

and the (forthcoming) DPO Guidelines on the Exchange of Intelligence/Peacekeeping-Intelligence with Non-UN and Non-Mission Entities.

32. In general, coordination between the JMAC and other Mission components should consider the following elements:

- (a) Coordination with UN Department of Safety and Security (UNDSS): The JMAC should seek to establish a close relationship with UNDSS and other security managers. The latter are concerned specifically with the safety and security of UN personnel, assets and programmes in the area of operations, while the JMAC is concerned with threats to (and opportunities for) mandate implementation, which could include security threats. Cooperation on these inter-connecting threats is essential. The JMAC and the Security and Safety Section should agree on the flow of information across these entities and relevant levels of confidentiality on information being exchanged. For instance, the JMAC should establish clear horizontal links with relevant security entities such as the mission's Security Information and Operations Centre (SIOC) or the Security Information Coordination Unit (SICU), as applicable. Information exchange with regionally based UNDSS and other UN security entities should also be encouraged. The Chief Security Adviser/Officer (CSA/O) and the Chief JMAC should regularly exchange information, as well as develop close working and collaboration relationship. The CSA/O, as per the framework of accountability⁵, remains ultimately responsible within the mission for advising the Designated Official and the SMT on security related matters. The Chief JMAC is responsible for briefing senior leadership with an integrated perspective of threats, challenges to and opportunities for mandate implementation, building upon and complementing security assessments done by security analysts.
- (b) Coordination with Military Peacekeeping-Intelligence (U2)⁶: The focus of the U2's work is military peacekeeping-intelligence acquisition and analysis to support military decision-making processes and the identification of threats to the UN military personnel and to civilians. This is conducted in close coordination with the Mission Peacekeeping-Intelligence Coordination Mechanism. Through this mechanism, the JMAC can both contribute to and benefit from U2 analysis, therefore regular contact between the U2 and JMAC Chiefs is strongly advised. Being physically located close to the U2, and through the military personnel assigned to the JMAC, could greatly improve synergies and information sharing between the JMAC and the Office of the Force Commander. The JMAC and the U2 should agree on the flow of information across these entities and relevant levels of confidentiality on information being exchanged.
- (c) Coordination with UNPOL: The focus of the UNPOL information gathering will be established by the Head of Police Component with the approval of the Head of Mission. The JMAC and UNPOL should agree on the flow of information across these entities and relevant levels of confidentiality on information being exchanged. The JMAC can both contribute to and benefit from UNPOL information gathering, collation and analysis. Regular contact between the UNPOL Crime Intelligence Unit and JMAC Chiefs is strongly advised. This exchange – through

⁵ UNSMS Security Policy Manual, Chapter 11.

⁶ In some mission settings, Force Headquarters may establish other analytical/Military Peacekeeping-Intelligence capabilities, in which these should also be required to establish a working collaboration with mission JMAC.

the MLT (in which the Head of Police Component is represented) and through the police personnel assigned to the JMAC – will greatly improve synergies and information sharing between JMAC and the Office of the Head of the Police Component (HoPC).

- (d) Coordination with JOC: JOCs and JMACs jointly support the spectrum of situational awareness and understanding of a mission. Hence, a close coordination and complementary relationship between the JMAC and the JOC is essential, while maintaining the distinction of their respective functions. Whereas the JOC focuses on day-to-day situational awareness, the JMAC carries out analysis on emerging issues and trends, basing its assessments on its verification and analysis of past, present and potential future events. Chiefs JMAC and JOC should consult regularly on the sharing of information and explore the synergies between the JOC's monitoring of day-to-day events and the analytical products of JMAC. Both entities could explore sharing information management platforms and resources.
- (e) Coordination with Mission Planning Unit under the Office of CoS: The Mission Planning Unit (MPU) is responsible for initiating, organizing and leading mission-wide planning processes under the guidance of the HoM and the CoS. This includes development, coordination and implementation of mission and contingency plans, as well as the implementation and governance of the CPAS within the mission. In case of the CoS chairing the Peacekeeping-Intelligence Coordination Mechanism, the JMAC will be tasked to lead the production of the Mission Information Acquisition Plan. The JMAC should also share any relevant analysis for any other planning and evaluation purposes. A close coordination between the JMAC and the MPU is therefore required and the Chief JMAC should liaise closely with the Head MPU as much as necessary so the situational analysis and forward-looking assessments are contributing to the understanding and guide the overall planning activities of the MPU.
- (f) Coordination with Protection of Civilians structure in-mission – (unit, advisors, officers): The vast majority of Peacekeepers operate in Missions are mandated to protect civilians from physical violence. PoC mandated tasks require that missions have a comprehensive and current understanding of the threat environment in which they operate. The JMAC and the PoC unit/adviser should agree on the flow of information across these entities and relevant levels of confidentiality on information being exchanged. The JMAC can contribute to the implementation of PoC mandates through the provision of integrated threat/forward-looking assessments, helping to identify the nature and trends of violence against civilian communities, including Sexual and Gender-Based Violence (SGBV), assessing the intentions and capabilities of perpetrators of violence against civilians, and analysing conflict dynamics to provide early warning mechanisms how civilians might come under threat. In accordance with mission-wide information priorities identified by the HoM, the JMAC should support the work of PoC coordination structures and in the development of the PoC Strategy. The Chief JMAC should liaise closely with the PoC advisor or, if one is not present in the Mission, with the Chair of the relevant PoC coordination structures. Where present, JMAC should be represented and actively participate in relevant PoC coordination mechanisms, such as protection working groups (PWGs). If JMAC receives information about alleged human rights violations and abuses, it must be promptly shared with the human rights component for further investigation.

- (g) Coordination with other mission components: JMAC products must effectively incorporate political, security, human rights, development, humanitarian, protection-related issue (Protection of Civilians, Human Rights, Conflict-related Sexual Violence, and Children in Armed Conflict), gender equality and women, peace and security (and any other mandate-relevant) considerations. Cooperating with relevant mission sections is crucial. Political, Civil Affairs, Rule of Law, Mine Action, Human Rights, Gender and DDR sections have significant information collection capabilities and analysts able to contextualize information from their respective lenses. The JMAC and each of these sections should agree on the flow of information across these entities and relevant levels of confidentiality on information being exchanged. JMAC can contribute to and benefit from the work of these entities. Regular contact (e.g. weekly meetings) and information exchange at senior and working levels are strongly advised. Both Chief JMAC and the heads of mission components should consider establishing dedicated focal points and, under the overall coordination of the CoS and under guidance of the HoM or his/her representative, protocols for collaboration and information handling should be established. The role of the JMAC should be understood as contributing to senior leadership understanding, complementary to and not in competition with other mission components. JMAC products will seek to provide integrated assessments of a particular event, situation or threat/opportunity to the mission mandate, including identifying patterns and trends. Other components will provide analysis and policy recommendations based on their specific role in assessing the implication of events for mandate implementation. JMACs should also develop close relations with the Geospatial Information Services (GIS) unit if available in the Mission and receive dedicated support from Mission GIS for support for geospatial information management including database generation, data collection and processing, mapping, analyses, modelling/forecasting and assessments. In absence of any GIS unit or personnel in the Mission, the JMAC should communicate to GIS in UNHQ (gis@un.org) to see possibility of remote support by Global Service Centre (GSC) and use of the UN GeoPortal and coordinate with all available resources throughout the UN System.

33. JMAC products may contain elements of a sensitive nature⁷. When a JMAC product is commissioned, its final dissemination should be discussed between the tasking authority (the HoM, the CoS or both) and Chief JMAC. Chief JMAC is responsible for ensuring that dissemination lists are cleared with the tasking authority.
34. To facilitate information flow, the JMAC should be physically located in close proximity to relevant military, police, security and other civilian mission analysis entities, the JOC and mission GIS and IT capabilities as well as the mission leadership. Co-location in the same operational space with relevant analytical entities may be sought, if appropriate to the context.
35. Where there are missions in neighboring countries as well as regional organizations, mission JMACs, with the support of their CoS and UNHQ, shall establish mechanisms (e.g. information sharing protocols, VTC, and liaison visits etc.) for the regular exchange of information and

⁷ For a description of information of a sensitive nature, please refer to the Secretary-General Bulletin ST/SGB/2007/6 Section 1.2 as well as the Information Sensitivity Toolkit available at: https://archives.un.org/sites/archives.un.org/files/RM-Guidelines/information_sensitivity_toolkit_2010.pdf, a reference is also made in the JMAC Field Handbook Annex IV, page 187.

sharing of best practices among them. The same should apply to international or regional parallel deployments with the support of the CoS and consent of the HoM. The exchange on information with non-United Nations security forces must occur in compliance with the human rights due diligence policy on UN support to non-UN security forces (HRDDP) and the (forthcoming) DPO Guidelines on the Exchange of Intelligence/Peacekeeping-Intelligence with Non-UN and Non-Mission Entities.

C.5 Governance

36. The Chief JMAC shall report to the CoS as first reporting officer. The Chief JMAC shall have direct access to HoM in fulfilling JMAC's mandated functions including integrated analysis and forward-looking assessments as well as be invited to meetings of core mission leadership team, with a view to better informing mission leadership decision making (and understand mission leadership's information requirements).
37. The Chief JMAC shall exercise tasking authority over all personnel assigned to the JMAC. Their parent organizational units in the mission (e.g., the military or police) retain technical communication and secondary reporting lines with respective uniformed personnel assigned to JMAC in accordance with the DPO-DOS Policy on Authority, Command and Control in United Nations Peacekeeping Operations (Ref.2019.23). Chief JMAC exercises sole tasking authority over all civilian staff assigned to the JMAC.
38. While the DPPA-DPO Regional Structure provides integrated political and operational guidance and support to field missions on day-to-day mission-specific issues that cut across specialist functional areas, the UNOCC is the entity mandated to provide technical and policy guidance and support to the JMACs.

C.6 Structure and Staffing

39. JMACs shall be comprised of civilian and uniformed personnel having due regard to gender parity. The structure and staffing of the JMAC will vary from mission to mission depending on mandate, size, composition, operational requirements, context and available partner organizations. Consideration should also be given to whether the rest and recuperation cycle of the mission is frequent or not; if the Mission operations in an endemic disease zone; and if it has considerable staff turnover rates, amongst other human resource management issues. If surge capacity is required and cannot be met from within mission resources, support from other missions and/or UNHQ should be sought.
40. At a minimum, the JMAC shall have a Chief, a Deputy Chief and a range between 7 to 28 posts or as required, that can be filled by civilian and uniformed personnel. In addition, at least one information management specialist and one administrative support officer shall be recruited to attend to JMAC-specific requirements as well as those related to JMAC's role in the implementation of the Peacekeeping-Intelligence Policy (in particular coordination of the MICM). Specialty skills should be sought if the mission context requires, either through the temporary assignment of personnel from other mission components or through the recruitment of dedicated staff or consultants. Annex A provides further information on the minimum staffing requirements based mainly on the size of the mission.
41. The Chief JMAC position shall be filled through a civilian recruitment process. As a general rule, the post of Deputy Chief JMAC shall also be filled by a civilian. Depending on the nature

of the mission, a military or police Deputy Chief JMAC may be envisaged. The decision on the nature of the position of Deputy Chief rests with mission leadership in consultation with the UNOCC and the relevant regional desks at UNHQ.

42. All staff recruited to the JMAC shall have the requisite skills, as outlined in relevant generic job profiles and openings for JMAC staff. Military and police personnel assigned to the JMAC shall meet specified job descriptions issued by the Force Generation Service and Police Division in UNHQ respectively in close collaboration with UNOCC. Uniformed personnel assigned to the JMAC should be deployed for a minimum period of 12 months and ideally for two to three years.

C.7 Resources

43. Given the specificity of JMAC's role, it is essential that Mission Support provides dedicated and specialized resources and capacity to the JMAC in accordance with the revised framework of delegation of authority⁸.
44. Under the direction of the HoM, the JMAC Chief should identify the required resources for the Centre so as to ensure that these are taken into account in relevant budgeting and planning documents. CoS should ensure that these resourcing requirements are included in budget appropriation. In general, mission budgets shall contain sufficient allocation for JMAC staffing, travel, training, information and communications technology, operational expenses and business continuity, as per the following:
- (a) *Staffing*: Sufficient funds shall be allocated to ensure appropriate staffing for the activities of the JMAC. Consultancy funds may be required to meet specific collection and analysis requirements of the JMAC.
 - (b) *Travel*: Sufficient funds shall be allocated to the JMAC to ensure that its staff implement the AP and fulfil travel requirements, whether internal to the mission area of operation or external travel for enhanced regional cooperation and understanding. Appropriate funds shall also be allocated for the Chief JMAC to attend the biennial Chiefs JMAC Workshop at UNHQ.
 - (c) *Training*: Sufficient training funds shall be allocated to ensure that all new personnel to the JMAC are provided relevant analysis training. At a minimum, the mission shall ensure that funds are allocated for at least one JMAC officer per year to attend the annual JMAC course organized by the UNOCC and to support in-theatre training exercises. Familiarization with analytical tools broadly used in peacekeeping, including elements of the Local Conflict Analysis and Planning tool (LCAP), should be fostered.
 - (d) *Information and Communications Technology*: A JMAC requires specialized up-to-date equipment in order to effectively carry out its required functions effectively. In addition to standard issued equipment and IT solutions, JMACs shall be provided access to: satellite phones; dedicated server capacity; database management and analysis software licenses to facilitate efficient information gathering/storage/access/analysis and visualization; laptop computers; access to open source information including Social Media (for the purpose of social media analysis); GIS platforms; secured internet connection and encryption capabilities; and, others as deemed necessary by the mission JMAC. Websense restrictions

⁸ Secretary-General's Bulletin 2019/2.

and data usage limits should be lifted. Information management specialist should be recruited to provide support to JMAC on analytics and information management.

- (e) *Operational expenses:* JMACs should be provided with a budget line for operational expenses that facilitate information gathering activities (e.g., funds for specific publications and online information subscriptions and/or software that are not easily incorporated into the UMOJA “business partner” category, petty cash for purchase of pre-paid telephone cards, among other similar expenses). The allocation of assets like vehicles and office space should take into consideration the specificities of the JMAC work and provide for flexibility in terms of per-staff allocation ratios to enable minimum operational requirements for JMAC. Chief JMAC should advise CoS and HoM when the allocated resources are not sufficient to maintain JMAC the section autonomy and operational capacities.
- (f) *Business continuity:* Missions shall make secure file storage facilities available for the JMAC to replicate and store all JMAC critical mission data.

D. ROLES AND RESPONSIBILITIES

- 45. **Head of Mission.** The HoM has tasking authority over the Chief JMAC either directly or through the CoS and is responsible for guiding JMAC’s work by outlining Priority Information Requirement (PIR) through the CoS.
- 46. **DSRSG/Resident Coordinator/Humanitarian Coordinator.** In line with guidance on integration, the DSRSG/RC/HC, in agreement with the HoM, should ensure that the JMAC and relevant UNCT/HCT entities have established protocols or procedures for sharing information, and have agreed on the nature of participation of UNCT/HCT members in any regular JMAC consultation foras or if a staff member should be seconded to the JMAC as well as an agreement to include JMAC staff members or Chief JMAC in any particular UNCT/HCT meetings of relevance. In non-integrated missions, the HoM/DSRSG and the RC/HC should ensure that an agreement on the frequency, format and method for sharing information is established between the JMAC and the UNCT/HCT, as well as other types of collaboration.
- 47. **Chief of Staff.** The CoS as first reporting officer of the Chief JMAC will also direct tasking as required. The CoS is also responsible for ensuring that all mission components support the JMAC in fulfilling its role. The CoS is also responsible for ensuring that the JMAC has sufficient resources to fulfil the functions set out above, including the appropriate staffing requirement, operational expenses and resources as well as information management and communications technology infrastructure.
- 48. **Heads of mission components.** Heads of mission components are responsible for ensuring that their staff share relevant information with the JMAC in a timely manner through established protocols. Heads of components shall appoint liaison officers and/or focal points, where applicable, to the JMAC for enhanced information flow and collaboration. Heads of components shall work with the Chief JMAC to identify types of products and information that the JMAC may produce and/or share for the benefit of their specific component.
- 49. **Heads of field offices.** Mission field staff, and the head of office in particular, will often have the best information and understanding of particular incidents and/or situations in their areas

of responsibility (AoR). Heads of field offices are thus responsible, within their delegated authority, for supporting the work of the JMAC through the provision of relevant and timely information and for supporting any JMAC information acquisition efforts being undertaken in their AoR.

50. **Chief JMAC.** The Chief JMAC is responsible for the day-to-day management of the JMAC. The Chief JMAC shall attend and brief MLT meetings. The Chief JMAC is responsible for developing a resource plan and ensuring that it and the JMAC activities are reflected in the mission's Results-Based Budgeting (RBB) framework. In some missions, the Chief JMAC can be tasked by the CoS to coordinate the Mission Peacekeeping-Intelligence Coordination Mechanism and act as the chair (as described in para 12.4 of the Peacekeeping-Intelligence Policy). The Chief JMAC shall also contribute to the Comprehensive Performance Assessment System (CPAS), and in some circumstances, for example where there is no mission planning unit, may be responsible for the CPAS, in which case the JMAC may require additional resources. The Chief JMAC is responsible for advising the HoM and CoS on the functioning of the Centre and in the development of mission-level guidance relevant to the work of the JMAC such as those related to information management, reporting and crisis management. The Chief JMAC shall work with mission components in establishing relevant information exchange protocols for the benefit of mission mandate implementation and oversees the development of the JMAC Acquisition Plan.
51. **DPO and DOS UNHQ backstopping support.** Whilst desks of the Shared Regional Structure of DPO and DPPA provide integrated strategic direction on cross-cutting, mission-specific and political issues and operational support to field peacekeeping missions on day-to-day mission-specific issues that cut across specialist functional areas, the UNOCC is the primary point of contact for JMACs at UNHQ and is responsible for providing them with technical and policy support and guidance. Regional desks will provide oversight in mission design and planning requirements and, in consultation with the UNOCC, shall be responsible for ensuring that mission requests for establishing, staffing and resourcing mission JMACs are properly addressed. The UNOCC shall work with missions and UNHQ offices to produce subsidiary guidelines and model approaches and products for the establishment and management of JMACs. The DMSPC-DOS Office of Information and Communications Technology (OICT) and the DPPA-DPO/Information Management Unit (DPPA-DPO/IMU) also support the needs of mission JMACs.

E. TERMS AND DEFINITIONS

52. The following definitions apply to this policy:

Analysis – Methodical decomposition or breaking down of information into its component parts; examination of each to find interrelationships; and application of reasoning to determine the meaning of the parts and the whole.

CoS – Mission Chief of Staff.

Crisis – An incident or situation, whether natural or human-made that, due to its magnitude, complexity or gravity of potential consequence, requires a United Nations-wide coordinated multi-dimensional response. Such situations include two or more of the following: a) presents an exceptional risk to the safety and security of United Nations personnel, premises and assets, b) presents an exceptional threat to the effective functioning of a United Nations mission or other field presence, c) presents an exceptional threat to the effective implementation of the mandate

of a United Nations mission or other field presence, d) may have a significantly negative humanitarian impact, or e) may give rise to serious violations of international human rights or humanitarian law. In addition to major crises as defined above, missions may activate crisis response procedures at the mission level as a result of a critical event or incident which requires mission-level coordinated response.

Focal point – Identified point of contact within a specific component for contact and exchange of information with the JMAC.

Forward-looking analysis– Evaluation or estimation of a possible outcome and direction of future trends based on a given set amount of indicators and input data. It could be elaborating and articulating a range of scenario based on multi-source information. The forward-looking or Early Warning Analysis is part of a wider Early Warning mechanism set by the Mission leadership and components.

Integrated mission – A mission with a single SRSG in authority over two Deputy SRSGs, one of which concurrently serves as the RC/HC through whom the mission is structurally integrated with the UNCT and the Humanitarian Country Team when present.

Integrated analysis – Analytical process at the strategic, programmatic or operational and tactical level which carries implications for multiple UN entities, and which therefore requires participation and/or data to be provided by concerned entities. In the case of the JMAC, the Centre shall pull information together in its products from all relevant mission components ensuring a holistic coverage of political, security, human rights, development and humanitarian concerns as these apply to mandate implementation and in determining any relevant threats to it therein. The JMAC may also involve all relevant analytical entities when preparing integrated analyses and assessments.

Joint / integrated – Involving more than one component working together.

JOC – Joint Operations Centre.

JMAC – Joint Mission Analysis Centre.

Liaison officer – Staff member assigned on a full-time or temporary basis to work for the JMAC under the supervision of the Chief JMAC and supporting the relationship between the JMAC and his/her parent component.

MLT – Mission Leadership Team. The senior leadership usually comprising the HoM, deputies, D/CMS, the Force Commander, the mission CoS and the heads of mission components.

Multidimensional peacekeeping operations – A peacekeeping mission comprising a mix of military, police and civilian components working together to implement a mandate from the Security Council.

Non-integrated mission – A peacekeeping mission that is not structurally linked with the UNCT.

Opportunity—A favorable juncture of circumstances that may impact the implementation of the mandate

Risk – The combination of the outcome and probability. The risk is the possibility or chance of loss, danger or damage to the mission's mandate from the exposure to threats. Risks are categorized in levels from Very Low to Very High for their prioritization in a risk matrix.

Situational awareness – Knowledge, understanding and anticipation of a situation through monitoring and reporting of current events, analysis and forward-looking assessments.

Sources – Place, publication, person or institution from which information is obtained.

Threat – Any indication, action, circumstance or event that may cause harm or damage to the mission's mandate.

Understanding – The perception and interpretation of a particular situation in order to provide the context, insight and foresight required for effective decision-making.

F. REFERENCES

Normative or Superior References

- A. Secretary-General's Note of Guidance on Integrated Missions (17 January 2006)
- B. Secretary-General's Decision on Integrated Missions dated 26 June 2008 (Decision No. 2008/24 - Integration)
- C. Policy on Integrated Assessment and Planning (9 February 2018)
- D. Policy on Cooperation and Coordination between DSS and DPKO (October 2006)
- E. DPO-DOS Policy on Authority, Command and Control in United Nations Peacekeeping Operations (Ref.2019.23, 25 October 2019)
- F. United Nations Security Management System, Security Policy Manual (as continuously updated and amended)
- G. Use of Information and Communication Technology Resources and Data (ST/SGB/2004/15, 29 November 2004)
- H. Secretary-General's Bulletin on Information Sensitivity, Classification and Handling (ST/SGB/2007/6, 12 February 2007)
- I. DPO Policy on Peacekeeping-Intelligence (Ref.2019.08, 1 May 2019)

Related Policies

- J. DPKO-DFS Joint Mission Analysis Centre Field Handbook (Ref.2018.03, 15 February 2018)
- K. The CEB/2009/HLCM/18 (27 March 2009)
- L. United Nations Crisis Management Policy (19 March 2018)
- M. DPKO-DFS SOP on Headquarters Crisis Response in Support of Peacekeeping Operations (Ref.2016.17, 1 January 2017)
- N. Mission-specific guidance on crisis management
- O. United Nations Security Analysis Handbook, December 2012 (Version 1)
- P. Standard UN Classification Procedures (ST/SGB 2007/6)
- Q. DPO SOP on Integrated Reporting from Peacekeeping Operations to UNHQ (Ref.2019.10, 1 June 2019)
- R. DPO Policy and Guidelines on Joint Operations Centre (Ref.2019.20 & Ref.2019.21, 1 November 2019)
- S. DPO Policy on the Protection of Civilians in United Nations Peacekeeping (Ref.2019.17, 1 November 2019)
- T. DPKO-DFS Policy on Gender Responsive United Nations Peacekeeping Operations (Ref.2018.01, 1 February 2018)
- U. OHCHR-DPKO-DPA-DFS Policy on Human Rights in United Nations Peace Operations and Political Missions (Ref.2011.20, 1 September 2011)

- V. Human Rights Due Diligence Policy on United Nations support to non-United Nations Security Forces (Ref.A/67/775-A/2013/110, 5 March 2013)
 - W. DPO, DPPA, OHCHR, OSRSG-SVC Policy on United Nations Field Missions: Preventing and responding to Conflict-Related Sexual Violence (Ref.2019.35, 1 January 2020)
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G. MONITORING AND COMPLIANCE

- 53. The HoM, or mission CoS where one exists, shall be responsible for monitoring and ensuring compliance with this policy.
 - 54. At UNHQ, the UNOCC shall monitor implementation of this policy.
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H. CONTACT

- 55. The contact point for these guidelines is the UNOCC Director (unocc@un.org).
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I. HISTORY

- 56. This policy supersedes the 2015 DPKO-DFS Policy on Joint Mission Analysis Centres (Ref.2015.03).
 - 57. This policy shall be reviewed no later than three years after its approval.
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APPROVAL SIGNATURE:



NAME, TITLE, DEPARTMENT: Jean-Pierre Lacroix, Under-Secretary-General
for Peace Operations

DATE OF APPROVAL: 30 April, 2020

Annex A. Minimum Staffing Requirement by Mission Size

The UNOCC/RLU maintains a log of sample staffing tables which can be consulted by missions and planning officers upon requests. In determining an appropriate structure, consideration of the following established good practices is recommended:

- (a) Separate analysis from information acquisition and data management when the size of the JMAC and staffing permits it.
- (b) Assign dedicated liaison personnel to manage the relationship with major contributors; and
- (c) Organize analysts into thematic, geographic or operational categories.

In terms of staffing, at a minimum, the JMAC should have:

- (a) **Chief JMAC/Senior Information Analyst Officer (P5):** The Chief JMAC position shall be filled through a civilian recruitment process conducted by the Office of the HoM through the CoS and consulted with the UNOCC. The responsibility for all other civilian recruitment lies with the Chief JMAC, working closely with the personnel division of the mission and supported where required by UNHQ.
- (b) **Deputy Chief JMAC/Information Analyst (P4):** As specified in the JMAC Policy, the post of Deputy Chief should generally also be filled through a civilian recruitment process; exceptions can be made if the nature of the mission warrants that the post be filled by a uniformed officer. If the Chief and Deputy Chief JMAC are not yet recruited, an Officer-in-Charge can be temporarily nominated by the HoM, in close consultation with the UNOCC.
- (c) **Collection Officers and Information Analysts:** The JMAC should have between 7 to 28 professional, uniformed and national staff (ranging from P4/P3/P2/UNV/NO/military or police personnel) whose profiles may vary from mission to mission to fulfil the collection and analysis requirements of the JMAC (see more details below).
- (d) **Administrative Support Staff:** The JMAC should have at least one administrative support staff, preferably an internationally recruited staff member.
- (e) **Information Management and Data Specialist:** There should be at least one dedicated Information Management and Data Specialist, who may also service the JOC to ensure consistency and synergies in information management across both entities. This role should include, *inter alia*, expertise with database management, data analysis and visualisation.
- (f) **National Professional Officers:** Conditions governing the employment of national staff in the JMAC will vary according to the mission mandate; operational environment and conflict setting; overall security situation; potential roles for national staff in the JMAC (e.g. research assistant; liaison officer; information collector; information analyst; other) and other relevant factors. While National Staff can provide an important contribution to JMAC's work, their specific role needs to be evaluated and determined on a case by case basis, bearing in mind factors like conflict setting (intra-or interstate conflict); information sensitivity; risks to national staff members' (or their relatives) personal safety and security; etc. Assessment of the security risks to national personnel in a setting like the JMAC should be conducted prior to their potential incorporation in the JMAC, incl. protection mechanisms following the end of a Mission's mandate.

Large size mission⁹

The JMAC staffing should be, at a minimum:

- Chief JMAC (P5) (always a civilian)
- Deputy Chief (P4)/Analysis (civilian or Senior Military Information Analyst (Lieutenant-Colonel)
- Deputy Chief (P4)/Information Acquisition/PK-Intelligence Coordinating Mechanism
- 19 Civilian Information Analysts (3 P4; 4P3; 2 P2; 4 UNVs; 6 NPOs)
- 10 Uniformed Personnel (Military Analysts (Major) or Police Serious Organized Crime Officer)
- 1 Administrative Assistant (GS or FS preferably international)
- A minimum of 1 Database and Data analytics/information manager (it could be 1 civilian and/or 1 uniformed personnel).

Total: 32 staff

The functions to be covered are Acquisition/Analysis, early warning analysis, Data analytics and database information management and Coordination of the Peacekeeping-intelligence mechanism¹⁰.

Medium size mission

The JMAC staffing should be, at a minimum:

- Chief JMAC (P5) (always a civilian)
- Deputy Chief (P4) or Senior Military Information Analyst (Lieutenant-Colonel)
- 11 Civilian information analysts (2 P4; 3P3; 2 P2; 2 UNVs; 2 NPOs)
- 2 to 4 Uniformed Personnel (Military Analysts (Major) or Police Serious Organized Crime Officer)
- 1 Administrative assistant (GS or FS preferably international)
- A minimum of 1 Database and Data analytics/information manager (it could be 1 civilian and/or 1 uniformed personnel).

Total: 16 to 18 staff

The functions to be covered are Acquisition/Analysis, early warning analysis, Data analytics and database information management and Coordination of the Peacekeeping-intelligence mechanism¹¹.

Small size mission

JMAC staffing should, at a minimum, be:

- Chief JMAC (P5) (always a civilian)
- Deputy Chief (P4) or Senior Military Information Analyst (Lieutenant-Colonel)
- 6 Civilian information analysts (2 P4; 2P3; 2 NPOs)
- 1 Military (Major) or Police Serious Organized Crime Officer (which could cover the management of database)
- 1 administrative assistant (GS or FS preferably international)

TOTAL: 10 staff

⁹ Based on existing large missions such as MINUSMA, UNMISS, MONUSCO and MINUSCA as of 2019

¹⁰ idem

¹¹ idem

The functions to be covered are Acquisition/Analysis, early warning analysis, Data analytics and database information management and Coordination of the Peacekeeping-intelligence mechanism¹².

Analytical Units in non-integrated Missions such as first-generation Peacekeeping operations (UNTSO, UNDOF, UNFICYP¹³)

As it is mentioned in the present JMAC Policy, page 3, “all missions shall have a capacity to produce multi-source integrated analysis and forward-looking assessments even in non-integrated missions. The HoM and the CoS in consultation with DPO at UNHQ, will determine whether the establishment of a JMAC or a small analytical capacity is necessary in relation to the mission’s mandate, capacities and operational environment.” The analytical unit shall to the extent possible be led by a civilian for continuity purpose, especially if the mission is civilian led. As per the Policy on Authority, Command and Control in United Nations Peacekeeping Operations (Ref.2019.23), “the Chief JMAC is First and Second Reporting Officer for all UN personnel assigned to the JMAC or Analytical capacity and exercises tasking authority over all UN personnel assigned to the JMAC including entirely uniformed personnel.

JMACs or Analytical units in non-integrated missions may not be in a position to meet the recommended structure for small missions as a result of resource and other constraints. Nonetheless, these non-integrated missions should strive to achieve a structure that is as close as possible to that of small-size integrated missions, making sure that core skill sets such as analytical and data management skills are available within the JMAC. additional staff may be seconded or recruited to the JMAC if deemed necessary based on operational requirements, which may be specific in some cases, or to fill critical gaps. Additional staff shall, at the discretion of the HoM, be drawn from relevant mission components, with surge deployments from other UN peacekeeping operations, special political missions and/or UNHQ. Members of the UNCT could be assigned to the JMAC if that is a possibility and through an established agreement with the contributing UN entity.

As per the JMAC Policy, if the Security Council extends or amends the mandate of a mission, the staffing of the JMAC shall be reviewed accordingly and expeditiously.

All staff recruited to the JMAC shall have the requisite analytical experience and language skills as outlined in relevant generic job profiles for JMAC staff. Uniformed personnel assigned to the JMAC should meet specified job descriptions and, where applicable, pass relevant written and verbal tests, as set out by the Force Generation Service and Police Division in UNHQ, in close consultation with the UNOCC. All uniformed personnel, where possible and appropriate, should be deployed for at least 12 months to ensure a minimum of continuity.

Conditions governing the employment of **national staff in the JMAC** will vary according to the operational environment. Lessons learned suggest there is always a need to balance the valuable contribution national staff bring to information gathering and analysis processes, with the potential attendant risks to their personal safety and security as well as potential risk of unauthorized access and dissemination of information.

¹² Only if the Chief JMAC is appointed as the Chair of the PKI Mechanism.

¹³ Although UNFICYP is not an integrated mission, it has an integrated approach to mandate implementation and minimal integrated structures at both HQ and sector level.

As with all staff working in sensitive areas (e.g. security), vetting and follow-up supervision of national staff is mandatory. Assessment of the security risks to national personnel should be conducted as possible and protection mechanisms for national staff should be envisaged following the end of a Mission's mandate. Nationalization of professional posts in JMAC will not be possible under these circumstances. Missions that do not have a standing JMAC, could seek to identify personnel whose routine functions and responsibilities are suited to a 'virtual JMAC'.

A Standard Operation Procedure (SOP)¹⁴ should be put in place in any integrated mission by the Chief JMAC at the start of the JMAC and approved by the HoM via the CoS. The purpose of such document is to explain the functioning, structure and staffing, coordination with mission components, JMAC tools and products and other specific rules and procedures pertaining to the Mission.

The production by the Chief JMAC of a SOP for analytical units in a non-integrated mission is also strongly encouraged. UNOCC stands ready to provide advice.

¹⁴ For a description of tasks for the Chief JMAC in a new start-up mission, please refer to the JMAC Field Handbook p.43. For a template of a JMAC SOP please refer p.52-53.