

Lesson 9



Protection of Civilians by United Nations Police

Lesson at a Glance

Aim

To present the role of the United Nations Police in Protection of Civilians (POC) as highlighted in the POC-guidelines.

Relevance

- SCR 2185 (2014) affirmed the central role of the Protection of Civilians in the work undertaken by the United Nations Police;
- Protection is a central policing task in domestic settings however circumstances are different in the context of UN Peace Operations;
- Effective POC requires focused and joint civilian-police-military planning for all POC actions under the POC Strategy;
- The POC-guidelines are designed to assist United Nations Police in effectively implementing Protection of Civilians mandates in Peace Operations as a critical element in the comprehensive, whole-of-mission approach to POC and the wider UN system's approach to protection.

Learning Objectives

Learners will be able to:

- Explain the protection role of United Nations Police in POC
- Identify UNPOL activities in the three tiers and each of the four response phases
- Illustrate the integrated approach in POC
- Explain the mechanism of cooperation in POC operations that include civilian and military components

Lesson Map

Mission and Role of UNPOL in POC	Slides 5-11
Three-Tier Approach	Slides 12-19
Four Operational Phases	Slides 20-21
Learning Activity 9.1	Slides 22-26
Cooperation with Other Mission Components	Slides 27-32
Learning Activity 9.2	Slide 33

The Lesson

Duration: 2 hours

35 minutes: learning activities

85 minutes: interactive presentation



Starting the Lesson

It is recommended that the facilitator is familiar with the DPO Policy “The Protection of Civilians in United Nations Peacekeeping” (Ref. 2019.17) and the Guidelines “The role of the United Nations Police in protection of civilians” (Ref.2017.12) and the Strategic Guidance Framework (SGF) guidelines.

The instructor/facilitator must keep in mind that POC is a mandated task for every police service in its respective country and highlight the differences between POC in peacekeeping operations and domestic environments.

For an interactive start to the lesson, the facilitator could consider involving participants by asking them the following questions:

- *Ask learners whether they have previous POC experience.*
- *Ask learners who has the main responsibility to protect civilians in the host country and in peacekeeping operations.*
- *Ask participants to explain why to protect civilians is critical for Peace Operations with a POC mandate.*

To help introduce the topic, consider playing the video “Mandated to Protect – Protection of Civilians in Peacekeeping Operations” from the start (00:03) to minute 04:06. This segment provides an introduction to the topic of POC. The video can be found at the following link: https://www.youtube.com/watch?v=y8y8_GaxC3I.

Introduce the following (using slides 1-4):

- *Aim*
- *Relevance*
- *Learning Objectives*
- *Lesson Overview*

Note the particular language of the UN. Learning will involve some words, terms and phrases which may be unfamiliar and/or seem awkward. Note to the learner: “Do not let the language get in the way of learning.” As you move through the training, review the definitions of key words and phrases.

Slide 5

Guidelines “United Nations Police in Protection of Civilians”

- 1 **Assist** UNPOL in implementing POC mandates
- 2 **Apply** to Police components of United Nations Peace Operations with POC mandates
- 3 **Reflected in**
 - Pre-deployment training modules
 - Induction and In-mission training

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Explain that this lesson introduces the 2019 DPO POC Policy (the first Policy on POC was published in 2015), which represents the central piece of POC guidance in UN peacekeeping. To translate the Policy to the tactical and operational levels, DPKO-DFS also published the 2017 Guidelines on “The Role of United Nations Police in Protection of Civilians” that will be discussed in more detail during the presentation.

These guidelines should be read together with the DPO POC Policy, DPKO-DFS Child Protection Policy, DPKO-DFS Protection of Civilian Guidelines for UN Police, and the OHCHR/DPKO/DPA/DFS Policy on Human Rights in UN Peace Operations and Political Missions. These policies provide operational guidance on the roles and responsibilities of UN civilian, military and police components in the protection of civilians against threats of physical violence and on the integration of human rights into the activities of United Nations peacekeeping missions.

The guidelines provide guidance at the:

- Strategic level (UNHQ)
- Operational level (Mission HQ)
- Tactical level (Police Units)

These guidelines are important because they outline how UN Police can contribute to POC in UN peace operations. The guidelines also describe where and how close collaboration with civilian and military components is relevant.


The guidelines apply to police components of United Nations peace operations with POC mandates. They also apply to other UN staff members deployed to field missions. Further,

they may be useful to police components in all peace operations to inform their broader capacity-building in support of prevention, peacebuilding, and peace sustainment.


The content of the guidelines should be included in lessons for pre-deployment training by Member States and induction and in-mission training delivered by missions.

Slide 6

Guidelines “United Nations Police in Protection of Civilians”



- Aimed at
 - HOPC and SMT
 - HQ & Mission planners
 - All UNPOL personnel
 - Civilian experts



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The guidelines are aimed at mission and police planners in UN Headquarters and their senior management team including Heads of Police Components (HOPCs), all individual Police Officers, Formed Police Units as well as Civilian Experts. They focus on the role of UN Police, particularly the physical protection of civilians against violence in any form.

Slide 7



UN Police and POC

- Active duty to protect
- Prioritise POC activities among mandated tasks
- Protect and respect human rights
- Respect and promote the primary responsibility of host governments to protect civilians
- Enhance peace and security

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Key Message: UN Police have an active duty to protect. UN Police prioritise POC activities among other mandated tasks.

UN Police have an active duty to protect. Although the host-State has the primary responsibility for protecting civilians, in cases where the government is unable, unwilling or otherwise failing to do so, UN Police in missions with POC mandates have both the authority and obligation to act independently to protect civilians under threat of physical violence, irrespective of the source of the threat, including through use of force.

UN Police prioritise POC activities among their mandated tasks. UN Police have limited resources and can neither respond to every situation nor be present in every location where civilians face the threat of violence. Nonetheless, POC must be prioritised in decisions regarding the allocation of available resources among other mandated tasks. UN Police respect and promote the primary responsibility of host governments to protect civilians. UN Police should support the protection efforts of their interlocutors in host-State police, in full compliance with the Human Rights Due Diligence Policy (HRDDP). The HRDDP will be looked at in more detail in STM Lesson 4.

In supporting host-State police, UN Police must **adhere to the UN Human Rights Due Diligence Policy** and observe the steps to be taken by UN entities in providing support to non-UN security forces. The mission of the UN Police is to **enhance international peace and security by supporting Member States in conflict, post-conflict and other crisis situations** to realise effective, efficient, representative, responsive and accountable police services that serve and protect the population.

Slide 8

Protection in domestic and peace operations settings 


- Protection is a central policing task in domestic settings
- UN Police tasks differ from policing in a domestic setting
- UN Police have different authority and resources
- In peace operations, physical threats to civilians may be different

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While protection is a central task of domestic policing, in a Peace Operations setting UN Police have different authority and resources and may face different physical threats to civilians. In a mission context, POC requires the police component to integrate its activities with the mission's overall POC strategy. Mission POC strategies are essential for effective POC mandate implementation and specify roles for and interaction among civilian, military and police components.

Slide 9

Key Activities of United Nations Police in POC



- Support to host-State police
- Conduct Community-oriented Policing
- Provide early warning
- Foster public order and security

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The role of UN Police includes advice and support to host-State police with emphasis on prevention. UN Police also have a critical role to play in strengthening the capacity and willingness of host-State police and other law enforcement agencies to protect civilians.

Ref. Guidelines “The role of the United Nations Police in protection of civilians” (Ref.2017.12) paragraph 13.

UN Police take a community-oriented approach to policing. As highlighted in the 2019 DPO POC Policy, positive engagement with the local population is critical for peacekeeping missions and for effective protection. This engagement should be aligned with a mission-wide community engagement strategy and other guidance issued by mission headquarters. This gives UN Police a comparative advantage over the military component in community engagement.

Actions to protect civilians should be planned in consultation with the military component, relevant civilian components and the local communities, with a view to empowering communities and supporting already established protection mechanisms. However, such interaction must be undertaken in a safe and respectful manner, with attention granted to the ability of women, men, girls and boys to share protection threats that concern them most and help identify responses to these threats. Community engagement should not expose persons to risk or cause them harm – particularly those who may be at greatest risk, including the most vulnerable, human rights defenders and/or civil society activists.

Slide 10

Head of UN Police Component

- Command responsibility
- Contribute to the development and implementation of POC strategy
- Issuance of operational plans (OPLAN) and directives
- Ensure common understanding of Directive on the Use of Force (DUF)
- Ensure training delivery

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Heads of Police Components (HOPCs) have command responsibility. The HOPC has an obligation to ensure that all personnel under his/her command have a common understanding regarding what actions can and cannot be taken to protect civilians under threat of physical violence.

UN Police commanders at all levels and their subordinates are rigorously accountable for observing UN standards of behaviour and code of conduct, including, but not limited to, the provisions related to the prevention of sexual exploitation and abuse and the zero-tolerance policy.

The HOPC has an obligation to exercise full command responsibility for UN Police in his/her component to take all necessary actions and use all necessary means, including through issuance of necessary operational plans (OPLAN) and directives for any necessary and permissible actions, up to and including use of force, to fulfil the POC mandate in accordance with the mandate, Directive on the Use of Force (DUF), and international human rights law (IHRL).

The HOPC is responsible for ensuring that the mission-specific POC strategy, which should include a vulnerability assessment and contingency plans, fully incorporates the UN Police and reflects their interaction with the civilian and military components in implementing a common, agreed approach to addressing the threats and vulnerabilities facing civilians, including prevention (when no specific POC threat has been identified), pre-emption (when heightened POC risks are detected) and the mobilisation of rapid-response capabilities.

Slide 11



IPOs are some of the main interlocutors with the host-State police, while FPU as a cohesive unit contribute to the protection of civilians by providing a formed response to threats to public order or against civilians.

The roles of various UN Police elements differ as follows:

IPOs and civilian police professionals are often the main interlocutors with the host-State police and, therefore, have both a presence and a network among host-State police officers and local communities. In most of the current UN missions, they are unarmed. Their roles in POC include: gathering and analysing information related to safety and security to contribute to mission-wide early warning mechanisms; building bridges between the host-State police and the population; police capacity-building and development to establish a protective environment; and advising host-State police in pre-emption and response phases.

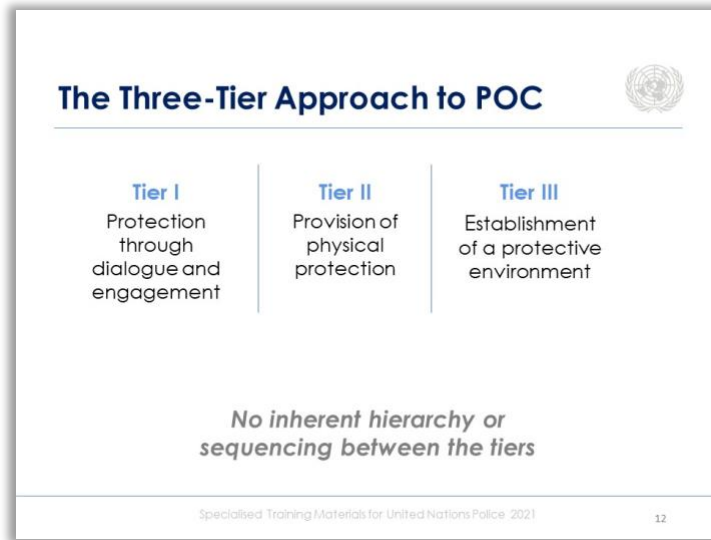
FPU are more likely to be on the front line of protection (including deterrence), they are armed and they can provide a more robust and cohesive response to threats against civilians. They provide an essential and robust capacity for carrying out, or supporting, policing tasks in the field of POC under austere or high-risk conditions. Moreover, FPU are armed and can carry out high-visibility patrols and provide protection to unarmed patrols or escorts for convoys.

Specialised teams consist of experts from one (or a limited number of) Member State(s), **with special skills in areas such as investigations, serious and organised crime, sexual and gender-based violence (SGBV) or community-oriented policing.** They can support police capacity-building, provide operational reinforcement to host-State police, conduct

deterrent patrols, and/or respond independently to non-military physical threats against civilians through use of force.

Other formed units may be deployed having various expertise and specialised capacities, which may include, but are not limited to, canine handling, close protection, crime analysis, forensics, investigation, public order management, special weapons and tactics (SWAT), guard units and riverine policing, in accordance with mandated tasks.

Slide 12



UN peace operations implement POC activities through a three-tiered approach: Tier I – protection through dialogue and engagement; Tier II – provision of physical protection; and Tier III – establishment of a protective environment.

There is no inherent hierarchy or sequencing between the tiers. UN Police should contribute significantly to all three tiers.

Tier I UN Police can participate in the provision of information and analysis in support of political processes. The police component should support and engage on the political level, particularly on policing issues. The HOPC should maintain relationships with and access to important members of host-State police and related ministries, and in that manner can support political action by the Mission.

Tier II Provision of physical protection encompasses those activities by police and military components involving the show or use of force to prevent, deter, pre-empt and respond to situations in which civilians are under threat of physical violence. Police components, particularly FPUs, have an important role in preventing, deterring, and responding to threats of violence against civilian populations through Tier II. UN Police activities to provide physical protection are primarily undertaken by FPUs, which provide a formed response to threats to public order or violence against civilians.





Tier III The most important role that UN Police undertake in establishing a protective environment is building the capacity and willingness of the host-State police and other law enforcement services to protect civilians. All the tasks that UN Police are mandated to undertake as part of their efforts to reform, restructure and rebuild host-State police and other law enforcement agencies, including (where mandated) vetting, training,

mentoring and advising and enhancing oversight and accountability, also inherently aim to establish a protective environment in the long-term.

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Tier I – Protection through Dialogue and Engagement

Examples of UNPOL activities

			
Information gathering and analysis in support of political processes	Liaise and advocate for protection of civilians with host-State authorities	Strengthen community-oriented policing approaches and promote engagement with communities	Record and share allegations of violations of human rights


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Protection through dialogue and engagement includes dialogue with a perpetrator or potential perpetrator; conflict resolution and mediation between parties to a conflict; persuading the government and other relevant actors to intervene to protect civilians or to refrain from committing violations; public information and reporting on POC, and other initiatives that seek to protect civilians through dialogue and/or direct engagement.

UN Police can participate in the provision of information and analysis in support of political processes. The police component should support and engage on the political level, particularly on policing issues. The HOPC should maintain relationships with and access to important members of host-State police and related ministries, and in that manner, can support political action by the mission. UN Police often have access to local communities as well, providing a broad mission presence. These strengths can be leveraged by police components to: (a) interact with host-State police and law enforcement services at all levels to advocate for their appropriate protection responses; (b) gather, record and share information with other mission actors, e.g., on human rights violations; (c) support mission efforts towards local conflict resolution (likely to be led by Civil Affairs); and (d) conduct outreach to communities at risk.

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**Tier II –
Provision of Physical Protection**



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Police components, particularly FPU, have an important role in preventing, deterring and responding to threats of violence against civilian populations through Tier II.

Provision of physical protection encompasses those activities by police components involving the show or use of force to prevent, deter, pre-empt and respond to situations in which civilians are under threat of physical violence.

UN Police activities to provide physical protection are primarily undertaken by FPU, which provide a formed response to threats to public order or of violence against civilians. FPU are armed and can carry out preventive high-visibility patrols and provide protection to unarmed patrols or escorts for convoys. Where FPU are deployed, their POC role should be considered at the outset, ideally by the initial Technical Assessment Mission (TAM), and certainly in the drafting of the Mission Concept, the police CONOPS, and the Mission POC strategy. FPU should be assigned tasks in accordance with their particular added value, namely their ability to act as a cohesive unit, their special weapons and equipment, and their specialisation in public order management. IPOs also play a role as per the scenarios outlined above in the section on the use of force.

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Tier II – Provision of Physical Protection

- **IPOs support the provision of physical protection by:**
 - Contributing to the identification of areas and situations for which physical protection measures undertaken by FPU should be prioritised
 - Working closely with human rights components and civil affairs

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IPOs can support the provision of physical protection by working closely with human rights components, civil affairs, POC advisers and other mission entities in the identification of areas and situations for which physical protection measures undertaken by FPU or the military component should be prioritised.

Slides 16 and 17

Tier II – Examples of UN Police Activities to Provide Physical Protection (IPOs) 

- Monitor, gather and share information
- Conduct risk and threat assessments considering the vulnerabilities of civilians
- Patrol
- Display presence at refugee and/or IDP camps
- Monitor human rights
- Maintain a robust posture and/or high-profile presence in areas of potential threat

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Tier II – Examples of UN Police Activities to Provide Physical Protection (FPUs) 

- Deploy proactively to strategic locations to deter attacks on civilians
- Provide protective defensive positions around civilian settlements
- Prevent, pre-empt and respond to physical threats
- Stop and detain as set forth in the mandate and DUF

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Examples of IPO activities to provide physical protection include:

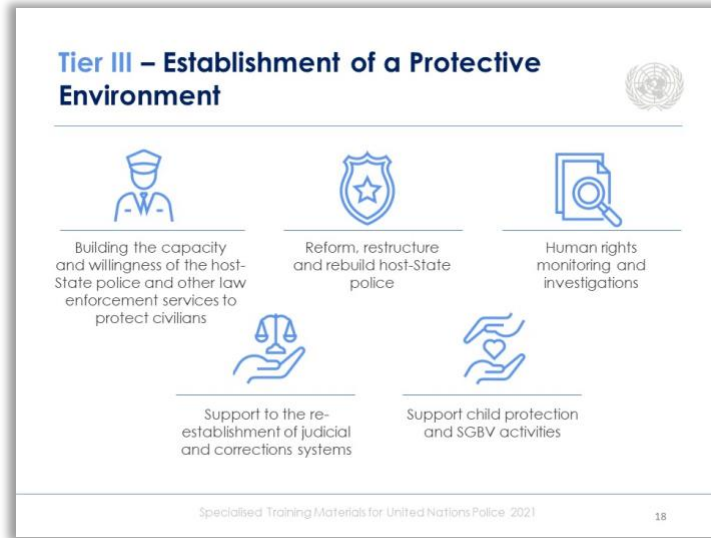
- Monitor, gather and share information
- Conduct risk and threat assessments considering the vulnerabilities of civilians
- Patrol
- Display presence at refugee and/or IDP camps
- Monitor human rights
- Maintain a robust posture and/or high-profile presence in areas of potential threat

Examples of FPU activities to provide physical protection include:

- Deploy proactively to strategic locations to deter attacks on civilians
- Provide protective defensive positions around civilian settlements
- Prevent, pre-empt and respond to physical threats

- Stop and detain as set forth in the mandate and DUF

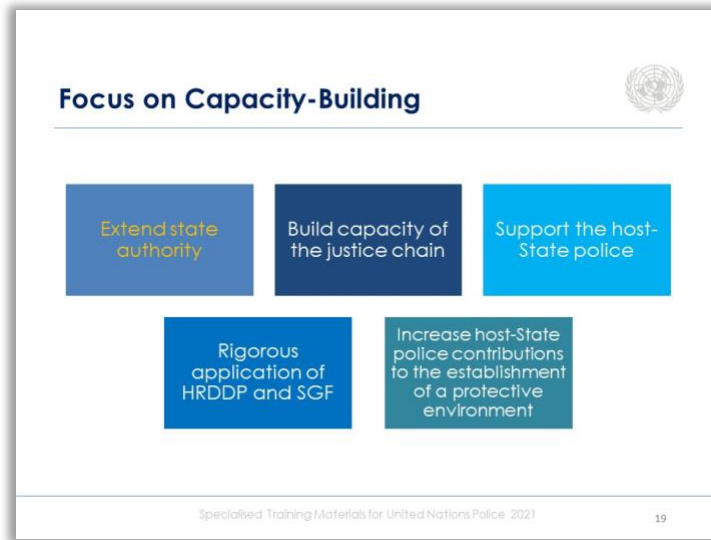
Slide 18



The establishment of a protective environment refers to activities undertaken to create a protective environment for civilians, including good governance, adherence to the rule of law, and authorities that promote, protect and respect human rights.

Perhaps the most important role that UN Police undertake in establishing a protective environment is building the capacity and willingness of the host-State police and other law enforcement services to protect civilians. All the tasks that UN Police are mandated to undertake as part of their efforts to reform, restructure and rebuild host-State police and other law enforcement agencies, including (where mandated) vetting, training, mentoring and advising and enhancing oversight and accountability, also inherently aim to establish a protective environment in the long term. Most of those activities are undertaken alongside or in coordination with programmes by the UN Country Team (UNCT) or Humanitarian Country Team.

Slide 19



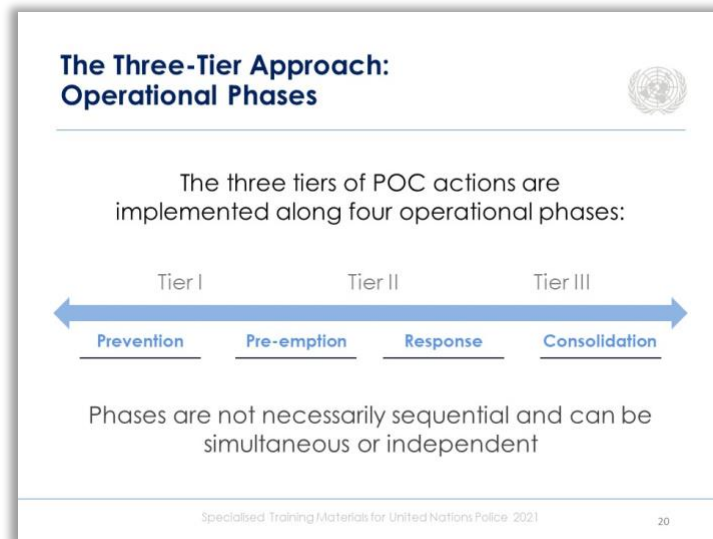
Key message: UN Police capacity-building should increase host-State police contributions to the establishment of a protective environment.

In implementing capacity-building mandates, the focus is on:

- Extension of state authority
- Building capacity of the justice chain
- Supporting the host-State police
- Rigorous application of the HRDDP and SGF
- Increasing the host-State police's contributions to establishing a protective environment

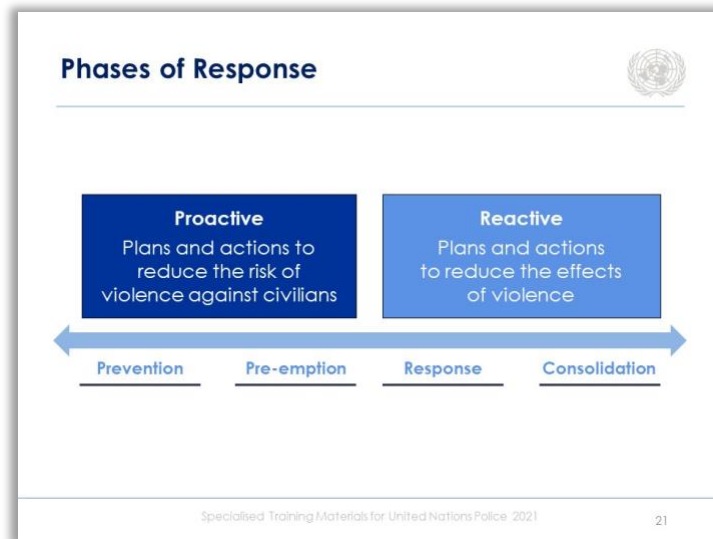
UNPOL will consistently apply measures under HRDDP and application of the SGF.

Slide 20



All three tiers of POC actions are implemented along four operational phases: (1) prevention, (2) pre-emption, (3) response and (4) consolidation with a view to either eliminating a threat or mitigating the risk to civilians associated with the threat.

Slide 21



Although these phases are not necessarily sequential and may be seen as simultaneous or independent, it can be useful to view various UN Police actions from the three tiers along the four operational response phases.

Learning Activity

9.1

Operational Phases and UNPOL Tasks

INSTRUCTIONS:

- Ask participants to work in small groups.
- Ask the groups to consider the four operational phases and identify UNPOL tasks for each phase.
- Groups can use the sample table on the slide as a guide to organise their work.
- Next, ask participants to allocate the tasks to FPUs, IPOs, and/or other UNPOL elements.
- Ask the groups to briefly present in plenary.

TIME: 20 minutes

- Group work: 12 minutes
- Discussion: 8 minutes



Supplement the debrief for this activity using slides 23-26, reinforcing points made by participants and explaining any that they may have missed.

RESOURCES

- Slide with instructions to participants.
- Flipcharts and markers.

Learning Activity 9.1

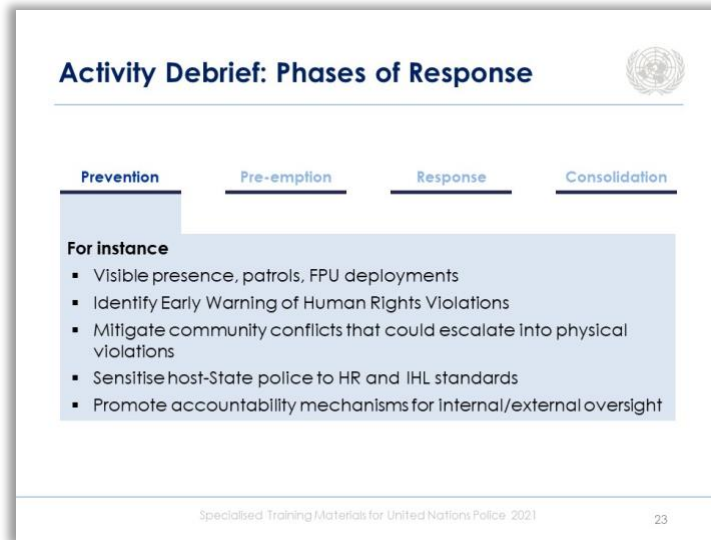
Instructions

1. Consider the four operational phases and identify UNPOL tasks for each phase
2. Next, allocate tasks to FPUs, IPOs and/or other UNPOL elements

Response Phase	UNPOL Tasks	Who?
Prevention		
Pre-emption		
Response		
Consolidation		

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Slide 23



Activity Debrief: Phases of Response

Prevention Pre-emption Response Consolidation

For instance

- Visible presence, patrols, FPU deployments
- Identify Early Warning of Human Rights Violations
- Mitigate community conflicts that could escalate into physical violations
- Sensitise host-State police to HR and IHL standards
- Promote accountability mechanisms for Internal/external oversight

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Explain that civilians are best protected when threats of violence against them are prevented through coordinated action from all mission components. The measures in the phase of prevention are aimed at reassuring the local population of the mission's intent to protect them and intend to resolve potential tensions before a threat develops.

Prevention includes activities undertaken when no specific POC threat has been identified (latent threat). UN Police can contribute by:

- Supporting extension of state authority in adherence to the rule of law through monitoring, mentoring and advising. This should include identification and early warning of human rights violations and efforts to positively affect systemic change.
- Ensuring a visible presence and assuring the population of the mission's intent, commencing dialogue with communities that can support early warning by the communities, host-State and the UN.
- Mitigating community conflicts that could escalate into physical violence, e.g., in cooperation with Civil Affairs or Judicial Affairs working with formal and/or traditional justice mechanisms.
- Ensuring that host-State police and other law enforcement services are sensitised to and have received adequate training in national and international human rights and humanitarian law standards, with practical scenario-based examples.
- As relevant, and in conjunction with UNMAS, endeavour to ensure that host-State police and other law enforcement services are sensitised to and have adequate training on the International Ammunition Technical Guidelines to ensure the safe and secure management of ammunition and weapons.
- Supporting the strengthening of the criminal justice chain, including investigations by police, as well as with other rule of law mission components on prosecution, adjudication, and detention/imprisonment.

- Supporting development and functioning of accountability mechanisms for internal and external oversight, transparency and performance management of host-State police and law enforcement services.
- Leveraging the HRDDP to ensure progress on security sector reform.

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Activity Debrief: Phases of Response

Prevention **Pre-emption** Response Consolidation

For instance

- Increased patrolling either jointly with host-State police or unilaterally
- Proactive engagement, advocacy with and support to host-State police whose elements have perpetrated violence against civilians
- Political pressure: intensified communication with armed actors and potential parties to the conflict
- Human rights monitoring and reporting

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Explain that where preventive activities prove insufficient, or when heightened risks are detected, more active, pre-emptive measures may be required.

When POC threats have been identified, pro-active measures should be taken to mitigate or eliminate the threats before violence occurs, either by deterring a party or person(s) from committing hostile acts or affecting their capacity to do so. UN Police should contribute through:

- Advocating with, persuading, and providing advice and support to host-State police and law enforcement services to extend their presence and ensure rule of law and public order in areas under threat. This may include planning and advisory support and/or operational support to host-State police.
- Conducting patrols, either jointly with host-State police or unilaterally. If the latter, efforts should be made to undertake integrated civilian, military, police patrols if security allows. Such patrols should, where possible, interact with communities and should be targeted (by location and timing) based on inputs from partners, communities and other protection actors.
- Proactive engagement, advocacy with and support to host-State police or law enforcement services whose elements have perpetrated violence against civilians, e.g., activities to support further sensitisation and training, criminal accountability for violations, and reinforced monitoring, reporting, command/control and accountability mechanisms.
- Human rights monitoring and reporting.

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Activity Debrief: Phases of Response

Prevention Pre-emption **Response** Consolidation

For instance

- Direct action by FPU to protect civilians as set forth in the DUF
- Provide direct physical security to stop aggressors and secure civilians' movement to more stable areas
- Mobilise, persuade and support host-State police in extending their presence and ensuring rule of law and public order in affected areas
- Collect, register and preserve evidence of crimes against humanity and other serious crimes
- Human rights monitoring and reporting

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Explain that when physical violence is apparent or violent behaviour is already underway, more active measures must be taken to stop physical violence against civilians and compel the aggressor to comply. Direct action by FPU to protect civilians may be necessary.

In some situations, a POC threat may not have been anticipated or could not be prevented due to a lack of proper capabilities such as communications, intelligence and mobility. At this stage, the violent behaviour is already underway, and steps must be taken to stop physical violence against civilians and compel the aggressor to comply.

When physical violence is apparent, the mission's aim is to stop the aggressors through political, security or legal means. UN Police can:

- Undertake efforts to further mobilise, persuade and support host-State police in extending their presence and ensuring human rights, rule of law and public order in affected areas.
- Provide advice on deployment priorities based on mission analysis.
- Strong advocacy, mentoring and advisory capacity on the part of UN Police should be brought to bear at all levels.
- Direct action by FPU to protect civilians as set forth in the DUF.
- Where there is no capacity to stop the aggressors, provide direct physical security to civilians or accompany and secure their movement to more stable areas.
- **Where mandated**, collect, register and preserve evidence of crimes against humanity, war crimes, genocide and other serious crimes including sexual violence and grave violations of human rights, for subsequent criminal investigation and prosecution of alleged perpetrators at national or international level. UN Police should have a distinct comparative advantage here.

Slide 26



Explain that activities in the consolidation phase address the stabilisation of a post-crisis situation. The aim is to assist the local population and host authorities to return to a state of normality and to create the conditions in which a return to crisis is diminished.

Consolidation activities are typically multidimensional responses involving political, humanitarian, military and police activities. Because of this, peacekeepers must consult with humanitarian protection partners to ensure complementarity of actions and respect for humanitarian principles.

Activities in this phase typically involve:

- Stabilisation of the post-crisis environment to assist the local population and host-State authorities to normalise the situation;
- Offer protection and reassurance to civilians and local authorities; support the delivery of immediate medical care as appropriate and in consultation with humanitarian partners;
- **Where mandated**, collect evidence of violations of international law and notify relevant civilian experts to conduct human rights investigations and promote accountability for violations; assess remedial and preventive measures to help the stabilisation process; draft formal reports for follow-up with relevant authorities.

After violence subsides, UN Police will, along with other mission components and the UN Country Team, support return to stability and normalcy, including through activities to:

- Contributing to creating conditions conducive to the voluntary, safe, dignified and sustainable return, location integration or resettlement of refugees and internally

displaced persons (IDPs), notably in conjunction with host-State police as regards security;

- Support restoration of the rule of law and prevent recurrence of violence, including through accountability for violations and effective remedies for the victims, in coordination with other components working on human rights and the rule of law.

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Key Message: Close cooperation with other mission components and local authorities is essential.

The POC role of UN Police will vary in accordance with the specific Security Council mandate, context and security environment. It is critical that UN Police plan their POC activities based on a proper threat assessment.

The assessment should be part of a mission-wide threat assessment process integrating all available information. Such an assessment should lead to the development of an operational framework that guides and facilitates strong collaboration between police and military components.

At operational level, UN Police should engage in joint civilian-police-military planning for all POC actions.

Of relevance to UN Police planning will be: the level of capacity and willingness of host-State police and other law enforcement agencies to protect; the location, size and affiliation of vulnerable communities; as well as the location, capacity and intent of spoilers, potential spoilers and other armed groups, including those that may be involved in serious and organised crime. Violence that entails threats to civilians can take many forms including inter-communal violence, attacks against minority groups, tensions related to refugee/IDP return, conflict between civilian groups, armed militias and/or host-State security forces, or public disorder. At times, armed clashes between host-State security forces and/or armed militias or cross-border armed conflict can spill over and threaten civilians. UN Police may have to protect civilians from threats arising from serious crimes, including criminality with political implications, which may also trigger large-scale instability, or targeted violence and abuses against vulnerable groups, including conflict-

related sexual violence (CRSV) and/or sexual and gender-based violence (SGBV). Finally, threats may derive from gross human rights violations – at worst committed by host-State security forces – and a resulting climate of impunity and lawlessness.

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Police - Military Cooperation Overview

- Police/military joint operations should be an exception
- Different Techniques, Tactics and Procedures (TTPs) could create difficulties during operations



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As a general rule, personnel, units and sub-units from one uniformed component are not placed under the tactical control of another component. In cases where UN Police are operating under military command, they cannot, in any circumstances, exercise authority beyond what is determined in the DUF.

The military and police components are the sole providers of physical protection provided by a mission, and thus their cooperation is essential for Tier II POC action. Military and police peacekeepers often conduct combined or joint activities, when preventing, deterring or pre-empting violence against civilians, including joint (high visibility) patrols, information gathering, deploying to strategic locations, or even engaging perpetrators of violence.

It is imperative that UN Police maintain a profile distinct from the military to assist in maintaining the moral authority needed for effective policing.

Conflation of military and police roles by the Mission will undermine the good practices that the UN Police capacity-building workstream, as well as any SSR and/or rule of law or justice component, attempts to implement with the host-State authorities.

There may be specific conditions, where – with the approval of the SRSG – police and military personnel may serve under a unified and centralised structure commanded by a senior United Nations Police officer designated by the HOPC or a military officer designated by the Head of the Military Component (HOMC).

Slide 29

Key Factors for Mutually Supportive Operations



Understand and respect each component's:

- Mission
- Independent role
- Means and capabilities

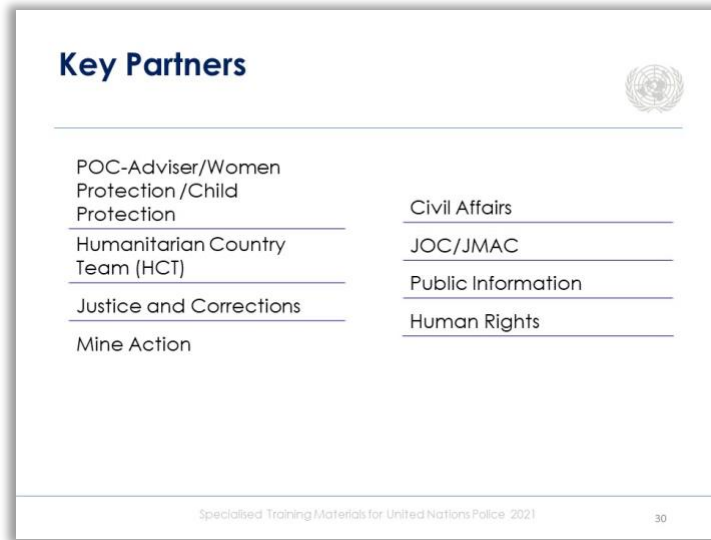
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In case of mutually supportive operations with the military component, respective tactical areas of operation must be established. The successful implementation of POC mandates relies on strong coordination and a comprehensive approach by all mission components.

Each mission with a POC mandate should develop specific joint operational guidelines, detailed communication and reporting lines, delineation of responsibilities and tasks.

Modalities for cooperation between military and police are broadly outlined in the (2019) DPO/DOS Policy on Authority, Command and Control in United Nations Peacekeeping Operations and the SGF Guidelines on Police Command, including provisions on the primacy of each actor in different broadly defined circumstances.

Slide 30



The successful implementation of POC mandates relies on strong coordination and a comprehensive approach by all mission components. Key partners for UN Police in POC are highlighted in the slide.

POC Adviser: Their role is to provide advice on the overall implementation of the Mission's POC mandate, supporting Mission leadership in ensuring that POC concerns are appropriately mainstreamed and leading in the development of mission policy on POC. She/he can provide inputs to the police component on its overall POC planning (CONOPS, OPLAN) as well as on contingency planning or specific responses to physical threats to civilians, including in cases of forced displacement or other extreme circumstances. Further, the POC Adviser should be able to provide guidance on prioritising capacity-building efforts that could have greatest impact on protection of civilians.

Humanitarian Country Team (HCT): The implementation of the mission POC strategy requires close coordination with the HCT (which includes both UN and non-UN humanitarian organisations) and the HCT's Protection Cluster in particular, which may have its complementary but distinct protection strategy. The Protection Cluster can be a source for meta-data regarding areas which could benefit from targeted patrolling as well as information on key protection concerns and trends. Further, UN Police can contribute to survivor-centred protection, which is delivered through multi-sectoral referral pathways across medical, psychosocial and legal service providers, among others, within the Protection Cluster's 'Gender-Based Violence (GBV) Sub-Cluster' and the 'Child Protection Sub-Cluster'.

Justice and Corrections: As a functioning criminal justice chain is crucial to the longer-term protection of civilians, close cooperation with justice and corrections components

is essential in supporting the development of host-State institutions to strengthen their capacity to ensure non-discriminatory protection and accountability. Specific areas of cooperation may include initiatives that strengthen cooperation between police, prosecutors and courts to enhance national capacity to investigate, prosecute and adjudicate atrocity crimes.

Mine Action activities undertaken in missions and coordinated by the United Nations Mine Action Service (UNMAS) support broader POC strategies, notably in creating a protective environment (Tier 3) and providing protection from physical violence (Tier 2). Mine action not only includes detection, survey and clearance of explosive hazards, such as landmines, explosive remnants of war or improvised explosive devices, but also key community-based initiatives related to risk education and confidence building in national law enforcement institutions, particularly related to weapons and ammunition management.

Civil Affairs: Given the focus on community engagement and unarmed protection approaches, UN Police should develop a strong relationship with the civil affairs component, which 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.

JMAC/JOC support the spectrum of integrated situational awareness and understanding and forecasting, in routine and crisis situations. Whereas the JOC focuses on day-to-day situational awareness, including through the provision of daily integrated reports, special incident reports and crisis response facilitation, the JMAC generates integrated analysis and predictive assessments over the mid- and long-term. Both the JMAC and JOC contribute to and benefit from POC information gathering, collation and analysis. Regular contact between the HOPC and the JOC and JMAC Chiefs is strongly advised.

Public Information is an important partner in the mission with which UN Police should cooperate on strategic communications and managing expectations, especially considering the UN Police interaction with communities. Public information – through media, advocacy, and outreach – is critical for explaining to all stakeholders the protection of civilians mandate and managing the expectations of what missions can realistically do to protect civilians. Public information is also a useful tool to remind the authorities, military, and other armed groups about their obligations to ensure the protection of civilians.

Human Rights: Close ties to the human rights component are particularly important, as it can collaborate with UN Police on reporting, training and investigations. UN Police also need a continuous exchange with the human rights component in implementation of the Human Rights Due Diligence Policy. UN Police should record all allegations of human rights violations or signs of deterioration or impending violence observed through

patrolling, outreach and/or engagement and should report these promptly to the human rights component, based on standard operating procedures that every mission is required to establish. The HOPC should cooperate closely with the head of the human rights component to anticipate, plan, and prepare for possible crises, escalations of violence and upsurges in human rights violations, within limits of capacity and mandate.



Ask participants if they can think of other partners that IPOs may cooperate with in the Protection of Civilians. Expected responses include:

- *Gender Adviser*
- *Political Affairs*
- *Rule of Law/Judicial Affairs*
- *SSR*
- *DDR*
- *Mission Support*
- *DSRSG/RC/HC*
- *SRSG's Office*
- *Host-State governments*
- *Local communities*
- *International Committee of the Red Cross*
- *Non-UN military forces*
- *Non-governmental organisations, civil society organisations (national and international)*

Learning Activity

9.2

Areas of Cooperation

INSTRUCTIONS:

- Ask participants to work in small groups.
- Ask the groups to identify areas of cooperation among different mission components.

TIME: 15 minutes

- Group work: 9 minutes
- Discussion: 6 minutes

RESOURCES

- Slide with instructions to participants.
- Flipcharts and markers.

Learning Activity 9.2



Instructions

1. Work in groups.
2. Identify areas for cooperation among different mission components

Time: 15 Minutes

1. Brainstorming: 9 minutes
2. Discussions: 6 minutes

Slide 32

Summary of Key Messages

UN Police prioritise POC activities among other mandated tasks.

The POC Guidelines for UN Police provide detailed guidance for strategic, operational and tactical levels.

UN Police have an active duty to protect.

Close cooperation with other mission components and local authorities is essential.

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Emphasise the key points from this lesson. Ask participants to reflect on how each of these points will apply to their roles as IPOs.

Reference Materials

- United Nations Department of Peacekeeping Operations (UN DPKO), Handbook on United Nations Multidimensional Peacekeeping Operations, (2003, 92.)
- 2019 DPO Policy on Protection of Civilians
- 2017 DPKO-DFS Implementing Guidelines on Protection of Civilians for the Police Component
- Guidelines "The role of the United Nations Police in protection of civilians" (Ref.2017.12)
- DPKO-DFS-OHCHR Policy on Human Rights in POs and PMs
- 2017 DPKO-DFS Child Protection Policy
- Security Council Resolution 2185 (2014)
- Security Council Resolution 2382 (2017)
- 2017 DPKO-DFS Child Protection Policy
- Revised Policy Formed Police Units in United Nations Peacekeeping Operations Policy (Ref 2016.10)
- 2014 UN Policy on UN Police
- DPKO/DFS Guidelines on Police Capacity-Building and Development (2015.8).