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Policy

The Protection of Civilians in United Nations Peacekeeping

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DPO POLICY ON
The Protection of Civilians in United Nations Peacekeeping

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ANNEX

A. Roles and Responsibilities

A. PURPOSE

1. The purpose of this policy is to provide the conceptual framework, guiding principles and key considerations for the implementation of protection of civilians (POC) mandates by United Nations (UN) peacekeeping operations and related support by the Department of Peace Operations (DPO). Forthcoming guidance materials, including a POC handbook, will provide further practical guidance on the implementation of POC mandates, particularly in various specific contexts.

B. SCOPE

2. Compliance with this policy, under the overall authority of the Head of Mission, is mandatory for all UN personnel: civilian and uniformed, working in UN peacekeeping operations with a mandate to protect civilians. Civilian personnel include all staff members, seconded civilian personnel, United Nations Volunteers, civilian experts on mission, individual contractors and consultants. Uniformed personnel include all members of the

military, police and corrections components, whether contracted or seconded.

3. This policy also applies to personnel in DPO under the authority of the Under-Secretary-General (USG) in their support to the protection of civilians by UN peacekeeping operations.

4. While the POC mandate in UN peacekeeping often intersects with many other mandated tasks – including support to peace processes, promotion and protection of human rights, building the rule of law and security, specialized mandates on child protection and conflict-related sexual violence (CRSV) and facilitating the delivery of humanitarian assistance – this policy applies specifically to the mandate to protect civilians. Nonetheless, the implementation of mandated tasks should be aligned and complementary.

C. RATIONALE

5. In 1999, the United Nations Security Council passed its first resolution on the protection of civilians (S/RES/1265, 1999) and, for the first time, gave a peacekeeping operation the mandate to take necessary action to protect civilians under imminent threat of physical violence (S/RES/1270, 1999 on the United Nations Mission in Sierra Leone, UNAMSIL). Requests from the Special Committee on Peacekeeping Operations (A/64/19, 2010) and the Security Council (S/RES/1894, 2009) recognized the need for operational guidance to inform the implementation of POC mandates. This led to the development of the Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations in 2010 and the first DPKO/DFS Policy on the Protection of Civilians in United Nations Peacekeeping in 2015. These documents drew on operational experience and have formed the core of doctrine and guidance on the protection of civilians in UN peacekeeping.

6. Since 2015, UN peacekeeping practice on the protection of civilians has continued to evolve to reflect evolving operational and contextual realities and to develop new approaches to effectively implement the POC mandate. This updated policy therefore incorporates best practices and lessons learnt from peacekeeping operations, developments in Security Council practice and the recommendations of internal and external reports and investigations into the protection of civilians in UN peacekeeping. It also reflects the recommendations of the General Assembly Special Committee on Peacekeeping Operations and broader commentaries and recommendations on UN peacekeeping, such as the High-Level Independent Panel on Peace Operations (S/2015/446), the Report on Improving Security of United Nations Peacekeepers (2017) and the Declaration of Shared Commitments on Action for Peacekeeping (2018).

7. Applicable to UN peacekeeping operations for which the Security Council has provided protection of civilians mandates, this policy promotes consistency in approach to the protection of civilians. At the same time, it also recognizes the varied operational contexts faced by UN peacekeeping operations and the requirement for flexibility to respond to changing environments and the different resources available across the lifecycle of a mission. It also aims to clarify and operationalise the protection of civilians as mandated by the Security Council by promoting a comprehensive and integrated approach.

8. For the purposes of this policy, a **comprehensive approach** to the protection of civilians is one which takes into account and addresses the range of factors which influence and underpin threats to civilians in both the short- and long-term, including political, security and economic factors. Such an approach recognizes that the protection of civilians requires the coordination of the full range of capabilities available to the mission to achieve

strategic protection objectives. An **integrated approach** to the protection of civilians requires the combined effort of all mission components: civilian, police and military, and where relevant and appropriate, coordination with other UN actors including the UN Country Team (UNCT). Integrated analysis and planning is critical to ensure that the mission is able to implement a comprehensive approach to POC.

9. This policy clarifies the roles and expectations of relevant mission components so that POC can be fully integrated into mission planning and activities. It also stresses the requirement for both institutional and individual accountability for effective implementation of POC mandates.

10. This policy supersedes the 2015 DPKO/DFS Policy on the Protection of Civilians in United Nations Peacekeeping and its 2018 Addendum on Accountability for Implementation of the Protection of Civilians Mandates, the 2010 Operational Concept on the Protection of Civilians in Peacekeeping as well as the DPKO/DFS Framework for Drafting Comprehensive Protection of Civilians Strategies.

11. Policies and guidelines to be read in conjunction with this policy include: DPKO/DFS Guidelines on Protection of Civilians: Implementing Guidelines for Military Components of United Nations Peacekeeping Missions (2015.02); DPKO/DFS Guidelines on the role of United Nations police in protection of civilians (2017.12); DPKO/DFS/DPA Policy on Child Protection in United Nations Peace Operations (2017.11); DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations (2018.01); Human Rights due diligence policy on UN support to non-United Nations security forces (HRDDP) (A/67/775-S/2013/110); OHCHR/DPKO/DPA/DFS Policy on Human Rights in UN Peacekeeping Operations and Political Missions (2011.20); other documents referenced in Section G below and future guidance documents on POC.

D. POLICY

D.1 Background

12. UN peacekeeping is an instrument which provides security, political and peacebuilding support to help countries make the difficult transition from conflict to peace. Noting that civilians continue to account for the vast majority of casualties in situations of armed conflict, the Security Council has passed regular resolutions on the protection of civilians, children and armed conflict (CAAC) and CRSV. These resolutions have contributed to the role of peacekeeping operations in protecting those most vulnerable in conflict-affected situations and confirmed these protective functions as a priority task of peacekeeping.

13. Security Council resolutions on the protection of civilians in armed conflict have stressed the need to address the root causes of armed conflict, including gender inequality, to enhance the protection of civilians on a long-term basis. The most effective and sustainable way of protecting civilians is to ensure stability, peace and security through inclusive political processes and sustainable solutions to conflict, and to support host states to fulfil their responsibility to protect civilians on their territory. Proactive protection of civilians by peacekeeping operations can enable inclusive political processes and facilitate meaningful participation, including by women and youth, in decision-making and peace and security processes. It can also mitigate harm to civilian populations while those processes may be stalled.

14. The protection of civilians by UN peacekeeping operations takes place alongside broader UN efforts, including the promotion and protection of human rights and humanitarian

protection, which seek to prevent, mitigate and stop threats to individuals' human rights and fundamental freedoms, ensure that these rights are respected and protected by duty bearers and ensure access to basic services and humanitarian assistance. While there is no UN-wide definition of "protection of civilians", there is a common objective shared by UN actors to protect civilians from risks and threats to their physical integrity, including those arising from armed conflict. As such, to ensure coherence in UN support, there should be strategic coordination at both UN Headquarters and mission level on the protection aims of UN actors operating in the same area.

15. Within peacekeeping, protection mandates include the POC mandate, as well as the mandate to promote and protect human rights, and specialized mandates on child protection and CRSV. POC is also fundamentally linked to the women, peace and security, and youth, peace and security agendas. Specific methodologies and tools, policies and guidance have been developed to support the implementation of these mandates and related tasks, and dedicated expert personnel are deployed to implement them. As POC must take into account specific threats faced by children and the risks of and responses to CRSV and gender-based violence (GBV), respective experts within the mission must be engaged to ensure coordinated responses[1].

D.2 Definition

a. Defining the protection of civilians: main elements and key terms

16. In accordance with mission-specific Security Council resolutions, peacekeeping operations with POC mandates are required to protect civilians under threat of physical violence[2]. The mandates of individual missions may vary in language and include specific tasks and approaches to POC which will guide the implementation of the mandate and the strategic approach taken by the mission. These mandates do not, in any way, limit or detract from the primary responsibility of the host state to protect civilians on its territory. However, missions with a POC mandate are typically authorised under Chapter VII of the UN Charter[3] to use all necessary means, including, where necessary, the use of force, up to and including deadly force, to protect civilians under threat of physical violence. The Security Council has specified that the mandate to protect civilians applies within the limits of the capabilities of a peacekeeping operation and within its areas of deployment.

17. The Special Committee on Peacekeeping Operations of the General Assembly has noted that the protection of civilians by peacekeeping operations may comprise elements including. activities by a mission to prevent or respond to acts of violence against civilians. This takes into account the primacy of political resolutions to conflicts and may further include the use of force as a last resort according to the mandate and rules of engagement, and without prejudice to the primary responsibility of the host government to protect its civilians[4].

18. With a view to ensuring an operational definition that takes these features into account, while focusing on key elements in line with the guiding principles for implementing POC mandates (see paragraphs 26-39), the protection of civilians mandate in UN peacekeeping

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[1] DPKO/DFS/DPA Policy on Child Protection in United Nations Peace Operations (2017.11) and DPO/DOS/DPPA/OHCHR Conflict-Related Sexual Violence Policy (2019).
[2] Note that some mandates may require protection of civilians under "*imminent* threat of physical violence".
[3] The Security Council has not always explicitly referenced Chapter VII of the UN Charter when authorizing all necessary means.
[4] Report of the Special Committee on Peacekeeping Operations (A/72/19) (2018), para 295.

is defined as**: "without prejudice to the primary responsibility of the host state, integrated and coordinated activities by all civilian and uniformed mission components to prevent, deter or respond to threats of physical violence against civilians within the mission's capabilities and areas of deployment through the use of all necessary means, up to and including deadly force".**

19. Peacekeeping operations have been deployed and mandated to protect civilians in multiple contexts: where there are ongoing conflicts, in non-conflict settings where violence against civilians is recurrent or has the potential to occur and in complex contexts.

20. The following definitions and principles apply in determining the scope of the protection of civilians mandate in UN peacekeeping in all contexts:

21. **Civilian[5]:** For the purposes of this policy and the protection of civilians mandate in peacekeeping, everyone is to be considered a civilian, except persons falling in one of the following categories:
    - members of the armed forces;
    - members of an organized armed group with continuous combat function; and
    - civilians directly participating in hostilities, for such time as they do so.

    In case of doubt whether a person is a civilian, that person shall be considered a civilian.

22. When international humanitarian law applies to UN forces, they must comply with it[6], including the principles of distinction, proportionality and precaution. This obligation is independent of the POC mandate.

23. **Threats of physical violence against civilians**: Such threats encompass all hostile acts or situations which are likely to lead to death or serious bodily injury of civilians, including sexual violence, regardless of the source of the threat. This includes, inter alia, threats posed by non-state armed groups, self-defence groups, domestic and foreign state defence and security forces and other state agents and state-sponsored armed actors, as well as extremist groups and communities. It includes both direct and indiscriminate attacks, and attempts to kill, torture, maim, rape or sexually exploit, forcibly displace, starve, pillage, abduct or arbitrarily detain, kidnap, disappear or traffic persons or recruit and use children. It also includes harm associated with the presence of explosive ordnance including mines, explosive remnants of war and improvised explosive devices. "Threat" includes both violence against civilians which has materialised and is ongoing and violence which has the realistic potential to occur. The threat need not be imminent, unless the specific Security Council mandate requires this.

24. **Within capabilities:** As directed by the Security Council, the protection of civilians must be prioritized in decisions regarding the allocation, deployment and use of available mission capacity and resources[7]. The POC mandate also recognizes that peacekeeping operations have limited resources and capabilities,and may therefore face situations where they are unable to effectively prevent, stop or even mitigate certain threats. When faced with multiple concurrent threats to civilians, missions will prioritize those which have a greater potential impact on the civilian population (including potential mass atrocities) or

[5] The following definition is for the purposes of the protection of civilians mandate only and is without prejudice to the definition of "civilian" under international humanitarian law.
[6] ST/SGB/1999/13 Observance by United Nations forces of international humanitarian law. Guidance on whether international humanitarian law applies to a specific peacekeeping operation will be developed on a case-by-case basis and as required by the Office of Legal Affairs, in consultation with DPO and the relevant Mission.
[7] S/RES/1894 (2009).

a greater destabilising effect. They must therefore prioritize their resources and prevention and response activities based on the nature of the threat, the full range of civilian, police and military capabilities available to the mission under the three tiers outlined below and the capacities of other protection actors including the host state.

25. **Within areas of deployment**: 'Areas of deployment' includes the area of operational responsibility of any particular unit (civilian or uniformed) of the mission even though that unit may not have established a physical presence in the location concerned. 'Within areas of deployment' recognizes that peacekeeping operations typically have a limited physical presence. There may be regions where a mission has no presence or locations which it is unable to reach, or to reach in such a way as to be able to effectively respond to an emergency. Nonetheless, missions must always prevent and respond, if possible, to threats of physical violence against civilians where they have the capability to do so effectively, including where this can be done through advocacy and political engagement activities which may not require physical presence in the area at risk. Where a threat to civilians is in proximity to a mission presence or base, the mission must intervene within its capabilities. At the strategic/operational level, missions must be prepared to re-deploy resources within the mission area to prevent or respond to threats to civilians even if the mission does not have presence in the area of concern, with the support of the DPO as required.

b. Guiding principles for implementing POC mandates

26. The POC mandate is guided by a set of legal and practical principles and is rooted in the UN Charter and international law. The following principles apply to all missions implementing POC mandates:

27. **Grounded in international law**: POC mandates are a manifestation of the international community's determination to prevent the most serious violations of international humanitarian law, international human rights law and international refugee law and related standards and must be implemented in both the letter and spirit of these legal frameworks.

28. **A priority mandate:** In mandated missions, POC must be prioritized in decisions regarding the allocation and use of available capabilities and resources.

29. **Primary responsibility of the host state:** The host state always has the primary responsibility to protect civilians on its territory. The mission's POC mandate does not replace, affect or limit this responsibility in any way. The mission will, as far as possible, support the host state's protection efforts but may act independently to protect civilians when the host state is deemed unable or unwilling to do so or where government forces themselves pose a threat to civilians. When supporting host state security forces or other non-UN security forces, peacekeeping operations must respect the UN Human Rights due diligence policy on UN Support to non-United Nations security forces.

30. **Consonant with the principles of peacekeeping**: UN peacekeeping operations are guided by three inter-related and mutually reinforcing principles: consent of the parties, impartiality and non-use of force, except in self-defence and defence of the mandate. The protection of civilians is fully consonant with these principles, including the authorization of the use of force. As such, the principles of peacekeeping can never be an excuse for failure to protect civilians.

31. **Under effective leadership, command and control:** Senior leaders in missions and in UN Headquarters are ultimately accountable for the implementation of the POC mandate

and must set the strategic direction and ensure accountability for its effective delivery. For uniformed components the Force Commander and Police Commissioner are responsible for the application of the Rules of Engagement (ROEs) and Directives on the Use of Force (DUFs), respectively, and contingent commanders must also ensure all those under their command understand and comply with these as well as this policy.

32. **An active duty to protect:** Activities to protect civilians must be planned, deliberate and ongoing. All mission components must constantly work to prevent, pre-empt and respond to threats to civilians, and not just react to attacks. This includes dialogue and engagement, presence in areas under greatest threat, creating a credible deterrent posture and supporting national protection capacities.

33. **A whole-of-mission activity:** Ensuring the protection of civilians requires a comprehensive approach which involves jointly planned and coordinated action by civilian and uniformed mission components based on a joint threat assessment, structured and regular information-sharing and planning. All components must mainstream and prioritize protection activities in their workplans, activities, training, and monitoring and evaluation.

34. **A coordinated approach:** Due to the multiplicity of actors who contribute to protection of civilians both within and outside of the mission, peacekeeping operations must take into account the comparative advantage, optimal positioning and appropriate modes of engagement vis-à-vis local, national, regional and international protection actors, and systematically share information with such actors as appropriate. This may require multiple actors coordinating and carrying out distinct activities simultaneously under an overarching strategic vision.

35. **Do no harm:** All mission components must be mindful in their activities and engagement with individuals and communities not to expose civilians to risk or to cause harm, including by exposing civilians to possible reprisals for cooperation with the mission. Confidentiality must be respected for any information which could be used to identify sources, including, but not limited to, names and organizations. In addition, cases of human rights violations and abuses can be reported, referred or pursued only if the sources of information grant their informed consent and upon assessment that the disclosure of information would not pose any protection risk for the victims, witnesses or other individuals. When conducting military and police operations, all efforts must be taken to minimize harm to civilians. Sexual exploitation and abuse is strictly prohibited and must be addressed in accordance with relevant procedures[8]. Zero tolerance for sexual exploitation and abuse is a requirement for the effective protection of civilians.

36. **In cooperation with humanitarian and development actors and in respect of humanitarian principles:** UN humanitarian and development agencies and NGOs undertake a broad range of activities to protect civilians[9]. In addition, like all civilians, humanitarian personnel are entitled to protection under the POC mandate. Close and systematic coordination and information sharing with these actors through established mechanisms, including the relevant UN Humanitarian Civil-Military Coordination platforms and those required under the United Nations Policy on Integrated Assessment and Planning (IAP)[10], is therefore essential. Humanitarian actors rely upon the principles of humanity, neutrality, impartiality and operational independence (humanitarian principles)

[8] ST/SGB/2003/13 Special measures for protection from sexual exploitation and sexual abuse
[9] Humanitarian actors define the protection concept as “all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law”; see IASC Policy on Protection of Internally Displaced Persons(1999).
[10] UN Policy on Integrated Assessment and Planning (2013)

to discharge their mandates effectively and safely and it is therefore necessary to maintain a clear distinction between their role and that of political and military actors including peacekeeping operations. While creating the security conditions conducive to the civilian-led delivery of humanitarian assistance supports the protection of civilians, this objective, often a separately mandated task of peacekeeping operations, goes beyond the scope of the present policy.

37. **A tailored, community-based approach:** Actions, plans and programs to protect civilians must always be informed by consultation with the local community. This takes place through regular, meaningful, safe and respectful engagement with women, men, girls and boys, with a view to understanding and taking into account their concerns, empowering local actors and organizations, and supporting existing mechanisms in order to ensure a sustainable impact. Analysis and planning for POC must consider the protection needs and threats faced by different groups of civilians including, but not limited to, women, men, children, the elderly, youth, people with disabilities, ethnic, religious and minority groups, as well as displaced populations.

38. **Meaningfully integrating the women, peace and security (WPS) priorities:** The protection of civilians and the women, peace and security agenda are mutually reinforcing. POC must be undertaken with a gender perspective which reflects the intersectionality between gender and protection and which considers gender-based differences in status and power and how they shape both the immediate protection needs and long-term interests of women and men, girls and boys. This includes how gender inequality and discrimination impact threats to civilians and how participation and empowerment can address those threats. Gender analysis and considerations must be included across all three tiers of the mission's POC initiatives and in the mission POC strategy.

39. **Undertaken with mainstreamed child protection concerns:** The protection needs of children must be considered and responded to when implementing the POC mandate. This must be done in complementarity and cooperation with the mission's Senior Child Protection Adviser and the DPKO/DFS/DPA policy on child protection[11].

D.3 Operational Concept

Three Tiers of POC Action

40. Multidimensional peacekeeping operations mandated to protect civilians have a range of instruments and approaches at their disposal. These are categorized under three tiers which are mutually accommodating and reinforcing and are implemented simultaneously and strategically in accordance with the mission mandate, mission phase and the circumstances on the ground. There is no inherent hierarchy or sequencing between the tiers. The protection of civilians mandate is implemented at the strategic, operational and tactical levels and all components of the mission have a role to play in each of the tiers. Action under all three tiers will emphasise prevention and pre-emption as well as the primary responsibility of the host state to protect civilians. The three tiers of POC action are:
    - Tier I: Protection through dialogue and engagement
    - Tier II: Provision of physical protection
    - Tier III: Establishment of a protective environment

[11] DPKO/DFS/DPA Policy on Child Protection in United Nations Peace Operations (2017.11)

a. Phases of Protection of Civilians Response

41. The protection of civilians requires actions with both short- and long-term outlooks, based on an analysis of the environment, the phase of the conflict, if any, and the mission's lifecycle, as well as the nature of the threat. The strategic approach to POC, and the three tiers, are therefore implemented along four phases:
    (i) prevention: where no clear threat to civilians has been identified (longer term),
    (ii) pre-emption: where likely threats are identified and attacks against civilians are anticipated (short term),
    (iii) response: where threats to civilians are imminent or occurring (short term), and
    (iv) consolidation: where violence against civilians is subsiding (longer term).

42. The phases do not necessarily occur in sequential order and approaches relevant to different phases may be undertaken simultaneously or independently. Activities and objectives under each phase will vary along with the specific content of each country-specific mandate. Within one mission, different approaches may be necessary in different geographical areas depending on the situation on the ground. Actions under all three tiers may be taken within each operational phase.

b. Tier I: Protection through Dialogue and Engagement

43. Tier I activities include active, structured and regular dialogue with perpetrators or potential perpetrators of violence against civilians; conflict resolution and mediation between parties to the conflict; advocating with the host government, its security institutions and other relevant actors to intervene to protect civilians; local conflict resolution and social cohesion activities; strategic communication; investigation; advocacy; reconciliation initiatives; reporting on human rights and protection concerns; and other initiatives which seek to protect civilians through communications, dialogue and direct or indirect engagement.

44. Tier I reinforces the **primacy of politics** in the resolution of conflict and the role of peacekeeping in the pursuit of **sustainable political solutions**. Tier I activities for the protection of civilians must therefore feed into and be aligned with the mission's overall political strategy, including in dialogue with political, security or other actors or spoilers who may instigate or have influence over potential perpetrators. The good offices function of the mission shall be utilised to prevent and mitigate threats to civilians and advocacy and dialogue should immediately be used to prevent threats of attacks on civilians before they become imminent, or to end them once they occur. Effective prevention through dialogue and engagement may reduce the need for reliance on physical protection by the mission.

45. In order to advance the protection of civilians, the mission should advocate that protection and human rights concerns, including those related to gender and children, should be integrated into peace processes and peace agreements. All relevant mission components must engage host state interlocutors on their responsibility to protect civilians and protect, promote and respect international humanitarian law (where relevant) and international human rights law and to hold alleged perpetrators accountable. At UN Headquarters, the Secretariat will support the mission by engaging international actors including UN entities, the Security Council, Member States, regional organizations and others who may positively influence those involved in the conflict to ensure the protection of civilians.

46. Dialogue and engagement is carried out by all mission components, civilian and uniformed, at the local level. It can include engagement with communities and potential perpetrators,

including non-state armed actors, the use of community violence reduction programmes and disarmament, demobilisation and reintegration programmes where mandated and appropriate.

47. Local engagement may allow for early detection of threats or tensions which can inform mission early warning systems and prevention actions. **Engagement with communities** should be an inclusive, two-way exercise which begins with listening to communities about their protection needs and capacities. It should identify, support and bolster existing structures and mechanisms to resolve and respond to conflict and be inclusive of the protection needs of all community members, for example by considering the specific security needs of women. Where appropriate, it should also reinforce trust by building relations between authorities and the population and preventing security vacuums. For example, the use of community-oriented policing can help enhance the trust of the public in local state institutions, as well as building situational awareness and community cooperation and public confidence in the mission.

48. The mission can support **dialogue and mediation efforts**, including community-based mechanisms, such as informal justice mechanisms, which aim to peacefully settle disputes which may otherwise trigger intercommunal conflicts. In situations where other actors may be better placed to provide support or where the mission does not have access or if its presence may put civilians at risk, it can do this so by supporting third party organizations particularly. Missions should identify links between local, national and regional level conflicts and threats to civilians, and seek to address the threats at multiple levels.

49. The mission should **engage with the host state security sector** on the protection of civilians. The mission's aim should be to assess risks stemming from institutional and governance weaknesses within the security sector and seek to develop and support the implementation of security agreements, policies and mechanisms, including at the local level, aiming at fulfilling the state's primary responsibility to protect civilians. The mission should, as appropriate, advocate for the deployment by host state authorities of national security forces to locations where their absence results in increasing threats to vulnerable groups.

50. Appropriate approaches to **engagement with non-state armed actors** on the protection of civilians, including the role of different mission components, will be decided at mission level with guidance from DPO on request. When engaging with non-state armed groups on POC, the mission's aim should be to prevent or stop attacks on civilians, change a group's behaviour so that they no longer threaten civilians, seek a group's meaningful commitments to desist from attacks on civilians, and improve understanding and respect for international human rights and international humanitarian law, as well as to diffuse tensions, identify grievances and build confidence between parties to the conflict.

51. **Monitoring and reporting** on protection concerns, which creates a transparent and objective basis for dialogue with all parties to the conflict, should be used to positively influence the actions and behaviours of state authorities and non-state armed groups or to engage other influential actors. This includes human rights monitoring, reporting and investigation, including public reporting and advocacy at national and local levels. Human rights monitoring and reporting enables the identification of protection threats and needs which inform mission POC strategies and activities, and also forms the basis for accountability. Similarly, the monitoring, analysis and reporting arrangements on conflict-related sexual violence (MARA) and the monitoring and reporting mechanism on grave violations of children's rights in situations of armed conflict (MRM) can contribute to influencing actors on protection concerns.

52. The application of the **United Nations Human Rights due diligence policy on UN support to non-United Nations security forces (HRDDP)**[12] while mandatory, may also be used as leverage to strengthen compliance with international humanitarian law, international human rights law and international refugee law by non-UN security forces, including military, police and other security actors. All UN support to non-UN security forces, including in the context of fulfilling the protection of civilians mandate, must be implemented in compliance with the HRDDP. Mitigating measures under the HRDDP, such as background checks of individuals and units, strategic and policy advice on security sector reform, capacity building of host state security forces, joint planning of operations and after-action reviews, have a direct impact on the implementation of the protection of civilians mandate.

53. **Public information activities and strategic communications** will be used to influence behaviour, prevent or stop attacks on civilians and respond to issues such as hate speech which may lead to threats to civilians. Public information can be used to encourage respect for international humanitarian law, international human rights law and international refugee law, encourage peace and reconciliation and provide a reliable and impartial source of information. The mission's communication strategy must include concrete objectives and activities on POC using contextually appropriate media and languages to target specific actors, including potential perpetrators and communities at risk. Information shall be provided equally to women and men, girls and boys. The mission must engage with the media on the POC mandate and communications must also be used to manage expectations about the role and capacities of the mission.

c. Tier II: Provision of Physical Protection

54. Tier II encompasses activities by all mission components to physically protect civilians, whether through protective presence, interpositioning, the threat or use of force, or facilitating safe passage or refuge. Notably, Tier II includes activities by uniformed components involving the show or use of force to prevent, deter, pre-empt and respond to threats to civilians. However, civilian mission components can also act as a protective presence through their regular, visible, direct engagement with civilian populations at risk. Actions under Tier II are implemented as part of a comprehensive, integrated approach, with close coordination between civilian and uniformed components, to jointly determine priority areas for deployment, presence and actions; to guide the objectives and conduct of military and police operations; and to undertake complementary activities such as political and community dialogue and engagement.

55. To prevent and deter threats to civilians, uniformed mission components must have a **proactive posture and mindset**. Even when a threat is not identified, a visible presence, particularly in strategic areas and those where state security forces are not present, is an important deterrent and confidence-building measure. This presence should be accompanied by assurances to the population of the mission's intent to protect civilians from physical violence and the establishment of community engagement and alert mechanisms in coordination with civilian components. The protection of civilians must be prioritized in decisions on location, posture, length and type of deployment and patrolling and must be systematically included in operational orders. Joint threat assessments and effective information-sharing, early warning and coordination among civilian and uniformed components at senior and working levels, as well as consultation with other relevant protection actors, will facilitate timely preventive actions.

[12] Human Rights due diligence policy on UN support to non-United Nations security forces (A/67/775-S/2013/110)

56. When a concrete threat of an attack against civilians is identified, proactive and timely measures must be taken to eliminate or mitigate the threat before violence occurs, including through credible **deterrent actions** such as reinforced presence and patrolling, show of force, securing key sites, interpositioning, psychological operations and proactive military and police operations which may extend to pre-empting and neutralising the source of the threat in accordance with the mandate, ROE and DUF. Contingency plans shall be developed in advance to enable rapid response.

57. When physical violence against civilians is either imminent or in progress, the mission has a responsibility to act to the full extent of its capabilities by **deploying rapidly to secure the civilian population**, including through the dispatch of quick reaction forces. When the operational situation permits, every reasonable effort must be made to resolve the situation by means other than the use of force. In accordance with the mission's ROE and DUF and consistent with DPKO/DFS Guidelines on the Use of Force by Military Components in United Nations Peacekeeping Operations[13] and the DPKO/DFS Policy on Formed Police Units in United Nations Peacekeeping Operations[14], the use of force should be graduated, unless this would place the civilians to be protected or mission personnel themselves at risk of death or serious bodily injury, or clearly be ineffective in the circumstances. Where armed force is used, it must be limited in its intensity and duration to that necessary to ensure that civilians are protected and civilian casualties avoided or at least minimized. In this context, the level of force which is used by the mission may be higher than the level of the force threatened or used by the attacker, if necessary to achieve the authorized objective. Peacekeepers must therefore be ready at all times to act swiftly and decisively, in accordance with their ROE or DUF, with the full degree of force which is needed to protect civilians and avoid or minimize casualties among them.

58. Security activities and operations to deter, prevent or stop attacks on civilians may be conducted either jointly or in coordination with the host state security forces (or other legitimate third-party forces, if the mandate permits) or unilaterally, as appropriate. In cases where operations are conducted jointly, all activities must be in conformity with the HRDDP.

59. When carrying out any military and/or police operations UN peacekeeping operations must take steps to protect civilians and **mitigate potential harm to civilians** which might arise from those operations, before, during or after. As a starting point, mission ROE and DUF contain a number of important restrictions on the use of force, for example collateral damage must be avoided or in any case minimized, fire must be limited in duration and intensity to that necessary to achieve the authorised objective and unobserved indirect fire is prohibited. Beyond the minimum obligations of international humanitarian law (where applicable), peacekeeping operations shall anticipate, prevent, track, minimize and address collateral damage and other direct and indirect harm to the safety and security of civilians or civilian objects and infrastructure.

60. Efforts to mitigate harm to civilians shall be taken before, during and after the planning and implementation of operations and shall inform operational planning and the conduct of operations. Before an operation, a full **risk assessment** must be conducted and **contingency plans** for the protection of civilians developed in systematic consultation with

[13] DPKO/DFS Guidelines on the Use of Force by Military Components in United Nations Peacekeeping Operations (2016.24)

[14] DPKO/DFS Policy on Formed Police Units in United Nations Peacekeeping Operations (2016.10)

relevant civilian and police mission components and, where appropriate, host state authorities, and UN and non-UN humanitarian actors. This exercise will identify and analyse direct and indirect negative consequences, including civilian displacement, impact on livelihoods, health and education, possible reprisals against the civilian population and resulting explosive remnants of war. Mitigation measures to address these consequences shall be identified and included in operational plans, contingency plans and other orders. Operations should be followed by an after-action review which analyses the impact of the operations, including community perceptions and identifies lessons learned for future operations.

61. Under the POC mandate, UN peacekeeping operations are mandated to protect civilians regardless of the source of the threat, including where that **threat is from elements of host state security forces**. This includes the provision of physical protection by military and/or police components. However, it is recognized that a robust response to threats posed by the host state may be beyond the mission's capabilities, may result in insecurity for peacekeepers and can affect the host state's strategic consent to the mission. For an effective and sustainable restoration of security for civilians, from the early stages of deployment, missions must prioritize activities aimed at enhancing and supporting the intent, capacity and accountability of the host state to respect international humanitarian law (where relevant) and international human rights law and to fulfil its responsibility to protect civilians (activities under Tiers I and III of the POC concept).

62. Responses to specific threats to civilians posed by elements of host state security forces should normally include political engagement, early and at the highest levels, with the political, security and justice sectors, including by sharing information and analysis on the perpetrators and violations of human rights and international humanitarian law monitored by the mission. However, where such engagement is fruitless, clearly ineffective or simply not an option in the time available, the mission must be prepared to intervene physically to protect civilians at risk. The rapid deployment and presence of mission forces may be sufficient to deter or stop host state security forces from harming civilians. In other cases, effective interposition of mission forces between civilians at risk and host state security forces may be necessary, combined with demonstration of resolve and determination to maintain position. In situations where host state authorities continue to refuse to recognize and address human rights or international humanitarian law violations or oppose the mission's efforts to protect civilians, DPO will provide guidance on request to the mission and will support advocacy efforts, including by engaging with the Security Council.

63. In cases of credible threats of physical violence against individual mission interlocutors (including, inter alia, human rights defenders, victims and witnesses of human rights violations, community workers, journalists, lawyers or other civil society representatives) or notable personalities or figures, missions may consider instituting specific measures to **protect individuals**. Such measures may include, for example, measures to prevent and address intimidation and reprisals for cooperation with the mission, advice and guidance on self-protection measures, documentation and reporting of cases and, in certain cases, the static deployment of armed units outside the individual's residence or the regular patrolling of its environs. Guidance on such measures must first be sought from UN Headquarters.

64. Conflict, violence and threats to civilians may cause **displacement of the population**, which further increases vulnerability to protection threats, including harassment and forced recruitment by armed groups, violence and sexual violence. Peacekeeping missions should first seek to prevent displacement by addressing threats at their origin. However, should prevention activities fail to prevent displacement, missions may seek to ensure the

protection of displaced populations during flight, in refugee or IDP camps or settlements, or upon return to their places of origin.

65. Civilians at risk may seek the direct physical protection of a peacekeeping mission by gathering outside or **seeking entry to UN premises**. In anticipation of such, all bases (however temporary) of UN peacekeeping missions must have contingency plans in place to provide physical protection in both scenarios in consultation with relevant partners including, as appropriate, the host state, the UNCT and humanitarian actors. In order of priority, physical protection should be provided:
    (1) On non-UN premises, including in camps or settlements, or with host communities;
    (2) In areas adjacent or close to existing mission premises identified for that purpose; or
    (3) In extremis, including due to a lack of preparedness or where the mission has insufficient military or police capacity to secure a site outside the mission compound, within existing premises. A decision to provide physical protection within UN premises must be taken by the Head of Mission, in consultation, if time permits, with the USG DPO. This option shall be enabled for the minimum duration possible, normally for the extent of the threat, and the decision to relocate IDPs shall lie with the mission leadership, acting in close consultation with the Humanitarian Country Team (HCT).

66. Civilians at risk may also request the assistance of the mission in facilitating their **transfer, evacuation or relocation** to more secure areas. In consultation with the UNCT and humanitarian actors, missions should assist the safe movement of civilians at risk within available resources, through the provision of route and area security or conducting escorts or extractions, where feasible. The physical relocation of civilians by the mission should be limited to in extremis situations and consulted with UN Headquarters, time permitting.

67. Each situation described above may pose risks to the civilians to be protected and/or UN personnel. All such risks must be identified, and measures taken to eliminate or mitigate them, including through advance planning, political engagement or the allocation of specific mission resources.

68. Where displaced civilians reside in camps, sites or settlements, these should be protected when at risk of attack. Maintaining the civilian and humanitarian character of such camps is essential, and protection risks for their inhabitants, such as the risk of child and forced recruitment, must be carefully addressed in accordance with humanitarian principles, in coordination with humanitarian actors and national law enforcement agencies, as appropriate. As part of the consolidation phase, the mission should contribute to **creating the conditions for interim and durable solutions**, which can be achieved through voluntary return, local integration, or settlement elsewhere in the country.

69. UN peace operations may be obliged to temporarily detain individuals in the course of carrying out their protection of civilians mandates. Any such **detention** must be in accordance with the Interim Standard Operating Procedures on Detention by United Nations Peace Operations (ISOP)[15] (or its successor, once issued) and relevant mission-specific policies or SOPs where they exist, including safeguards relating to the detention of children.

70. **UN Headquarters** shall contribute to Tier II activities by supporting and engaging with Troop and Police Contributing Countries on the necessary capacity, resources, training and capabilities of deployed troops and police in line with the Operational Readiness

[15] DPKO/DFS Interim Standard Operating Procedures on Detention in the United Nations Peace Operations (2010.6).

Assurance Framework[16]. Such efforts will include screening and training on international humanitarian law and international human rights law, the operational requirements of the POC mandate and, where required, other relevant training, including on trafficking in persons. Headquarters shall also engage with Member States to ensure that there is political support for the activities of the mission.

d. Tier III: Establishing a Protective Environment

71. Tier III activities are frequently programmatic in nature and designed with committed resources for peacebuilding and conflict prevention/resolution objectives. Sometimes presented as separate mandated tasks under country-specific resolutions, activities under Tier III help create a protective environment for civilians, prevent the (re-)emergence of threats of physical violence, support the legitimacy of the host state and its capacity to protect civilians and support the (re-)establishment of the rule of law and criminal justice chain.

72. While Tier III activities can be undertaken at any time, they are particularly relevant in areas where conflict may be prevented, has subsided or when most imminent threats to civilians have decreased but protection gains need to be consolidated and future outbreaks of violence prevented. Tier III activities should therefore be prioritized as soon as conflict has subsided in a given area and conditions are conducive.

73. Activities which contribute to Tier III are generally planned and undertaken jointly with other partners, for example, as rule of law support activities within the ambit of the Global Focal Point for the Rule of Law (GFP) arrangement or alongside or in coordination with programmes by the UNCT. When designing and delivering these joint activities, mission components should examine the extent to which they contribute to the protection of civilians in the short-, medium- and long-term, design them in a way which maximises the protective impact and identify and mitigate any risks to civilians associated with the activity.

74. Many Tier III activities are conducted in support of host state authorities and their responsibility to protect civilians. These can include **security sector reform** and **capacity building** in areas such as professionalism and integrity, administrative systems to support the delivery of state services, legal and policy frameworks, human rights, accountability mechanisms, democratic governance, civilian oversight, engagement with stakeholders, weapons and ammunition management, and the maintenance of public order and safety, in adherence with the rule of law and international human rights law.

75. Establishing a protective environment also includes support to political processes, including the meaningful participation of women, and ensuring that they are implemented in a way which furthers the long-term protection of civilians. It includes the disarmament, demobilization and reintegration of ex-combatants; the promotion and protection of human rights and fundamental freedoms; the survey and clearance of explosive ordnance; the cessation of illicit exploitation of natural resources; the prevention of illicit proliferation and trafficking of small arms and light weapons and the countering of serious and transnational organized crime.

76. A key aspect of Tier III is strengthening of the **rule of law** through fighting impunity and strengthening criminal accountability for serious crimes, law enforcement and judicial processes, including investigations and programmes on compensation and rehabilitation

[16] DPKO/DFS Policy on Operational Readiness Assurance and Performance Improvement (2015.16).

of victims; restoring, extending and strengthening justice and corrections state functions; improving prison conditions; and strengthening security to reduce the risk of prison riots, mass escapes and the radicalization of detainees[17].

77. At the local level, Tier III includes support to social cohesion and reconciliation activities; enhancing community protection capacities and specialist referral resources to meet the particular needs of the conflict affected population; building capacity of civil society, journalists and human rights defenders; contributing to creating the conditions conducive to voluntary, safe, dignified and sustainable solutions for refugees and internally displaced persons (IDPs); and economic development activities. It can also include rehabilitation of basic infrastructure through Quick Impact Projects (QIPs) and programmatic funding. Activities at the local level must be implemented in coordination and consultation with local communities in order to address the different protection needs of women, men, girls and boys and to ensure their sustainability and effectiveness as POC tools. Such activities should also be coordinated with relevant humanitarian and development actors in the mission area. Working together with the UNCT, the Mission shall help establish security conditions to facilitate delivery of humanitarian assistance and the provision of host state services.

D.4 Implementing the Mandate

78. As a whole of mission-mandate, protection of civilians analysis and planning is a shared responsibility within the mission under the authority and guidance of mission leadership. It requires structured and regular information sharing and joint assessment and planning of activities and actions among civilian and uniformed components.

79. All missions with a POC mandate shall establish POC **planning and coordination forums** at the strategic, operational and tactical levels. In addition to all relevant mission components, these fora should include, as appropriate, OCHA and the protection cluster. Where relevant, other representatives of the UNCT and other humanitarian actors may also be included. They shall also deploy and appoint **POC Advisers and POC focal points** to support the mission leadership in coordinating all POC activities and to liaise and engage with humanitarian protection actors and coordination mechanisms on POC, including the protection cluster. Missions with a POC mandate shall develop a **POC strategy**, either as a stand-alone document or as part of the mission concept, which sets out the required principles, strategic objectives and benchmarks; assesses threats, risks and capacity; and defines the mission approach, activities, roles and responsibilities for POC as well as coordination mechanisms both internally and with other actors. Elements of the mission's POC strategy must be integrated into mission planning documents, including the mission concept, strategy/plan, conflict analysis, results-based budget and comprehensive performance assessment system, as appropriate.

80. As missions cannot protect all civilians at all times in all places, mission components must jointly identify the **priority threats** to address at strategic, operational and tactical levels, in close consultation with communities, humanitarians and other actors. This assessment and prioritization will form the basis of the mission's strategic approach to POC and must be reviewed on an ongoing basis to guide the use of mission resources for POC. Missions shall prioritize threats to civilians which pose the highest level of risk to civilians. Prioritization of threats does not, however, equal a choice between addressing and not

[17] DPKO/DFS Policy on Prison Support in United Nations Peace Operations (2015.11) and DPKO/DFS Policy on Justice Support in United Nations Peace Operations (2016.22).

addressing them. Missions should consider complementary use of resources across the three tiers to address various threats simultaneously.

81. UN peacekeeping operations with POC mandates are deployed in a broad range of contexts. As a result, the appropriate strategic approach to the protection of civilians varies between missions and over the life-cycle of a mission in accordance with the priority threats identified by the mission.

82. At the tactical level, missions shall establish structured and regular **information sharing** and **early warning** mechanisms which ensure the involvement of community members, including women, taking into account their particular security threats and concerns. At the strategic level, a forward-looking **threat assessment** conducted by the mission POC coordination structure will be shared at least quarterly with senior leadership and UN Headquarters in order to ensure strategic coherence and enable dialogue as appropriate with Member States and the Security Council on major POC threats.

83. At all times, peacekeeping operations with a POC mandate must show a high level of readiness for POC, including through the development and management of relevant contingency plans, in-mission guidance and SOPs, coordination mechanisms, information management, early warning and response tools and processes, public information and training activities and other preparedness activities such as rehearsals and table-top exercises. These mechanisms will be set out in the POC strategy. Preparedness must include seeking and establishing clarity on the legal framework applicable for the military/police operations of the missions. Integrated Mission Training Centres should be utilized for conducting and supporting POC related training and exercises.

84. As required, the mission's POC activities shall be supported and prioritized by the Director of Mission Support, including logistical support to deployments in priority POC areas. Any mission asset can and should be mobilized to implement the POC mandate, as necessary.

85. Gender and age-specific considerations shall be included in all POC plans, policies, analyses and reports and women stakeholders must fully participate in all decision-making processes.

86. Peacekeeping operations must be particularly aware of the potential risks to civilians caused by their own actions, including from the impact of their military and/or police operations, as a result of mission deployment and placement or in the form of reprisals against those cooperating with the mission and take actions to mitigate these risks. When interacting with civilians, missions must consider the possible risk of reprisals and follow a '**do no harm'** approach, including undertaking a risk assessment of the effects of cooperation with the mission.

E. ROLES AND RESPONSIBILITIES

87. In missions with a POC mandate, all relevant personnel: civilian and uniformed, and, in particular, senior leadership, including in UN Headquarters, have roles and responsibilities with respect to the implementation of the POC mandate. For a full description of those roles and responsibilities, see the Annex to this policy.

E.1 Performance and Accountability

88. The Secretariat is institutionally - and the Secretary-General individually - accountable to the political organs of the UN for the effective implementation of the Organization's

mandates, including those of peacekeeping operations. This accountability cascades in the Organization so that **senior leaders at UN Headquarters and in mission are responsible** for both their own strategic actions and guidance and for ensuring that organizational and individual performance management systems are fully utilized to ensure that all relevant personnel in missions are accountable for their responsibilities for the delivery of POC mandates. Security Council resolution 2436 (2018) calls for a comprehensive and integrated performance policy framework which identifies clear **standards of performance** for evaluating all UN civilian and uniformed personnel working in and supporting peacekeeping operations, including POC-mandated peacekeeping operations.

89. In line with the requirement to prioritize resources for POC, the strategic and operational plans of peacekeeping missions with a POC mandate shall reflect clear objectives, expected accomplishments, performance indicators and actions with defined responsibilities, towards its implementation. **POC objectives and indicators** shall be agreed by the mission and reflected in the Comprehensive Performance Assessment System (CPAS) (where in place) and/or other strategic planning documents. These plans form the framework against which the mission will monitor, evaluate and account for its organizational performance in the implementation of its POC mandate. Dedicated mission-wide monitoring activities of implementation of the POC mandate shall be undertaken regularly. UN Headquarters will provide missions with guidance and support in the definition and implementation of suitable indicators and processes for monitoring, evaluation, and reporting.

90. In a peacekeeping operation, the **Head of Mission is accountable** to the Secretary-General, through the USG for Peace Operations, for the implementation of the mandate of the mission, including its POC mandate. In turn, the Head of Mission will delegate the relevant responsibility, authority and accountability. Ensuring accountability thus requires that the Head of Mission hold those reporting to him or her accountable for the proactive and effective performance of their responsibilities in the implementation of the POC mandate. **All relevant personnel** in missions with POC mandates shall include specific and achievable goals and/or actions related to their responsibility for the delivery of the POC mandate in their appropriate performance management document. These goals should be derived from the mission strategic and operational plans, including, where relevant, the mission POC strategy. Performance of personnel shall be monitored and evaluated accordingly.

91. The individual accountability of any senior leader at the level of Assistant Secretary-General (ASG) and above (normally Special Representatives of the Secretary-General (SRSGs), Deputy Special Representatives of the Secretary-General (DSRSGs) and Force Commanders, is enshrined in a senior managers' compact, and their performance is managed and evaluated through this instrument, which reflects mandate priorities. Senior leaders in missions with POC mandates who have a Compact shall include a **strategic objective on POC in their Compact** aligned with mandate priorities, the mission's strategic objectives and their oversight role.

92. In submitting their self-evaluation on the achievement of their strategic objective, senior leaders should identify any impediments to the effective implementation of the POC mandate. The review of their performance should also consider the outcomes of any investigation mechanism including board of inquiry report, or any other special or general report, which contains information relevant to their as it relates to his or her POC responsibilities.

93. The performance of other managers in the mission, below the level of ASG, and of UN civilian personnel in general, is managed and evaluated through the UN Performance Management and Development System. Senior leaders, including Police Commissioners, Chiefs of Staff and Directors/Chiefs of Mission Support (D/CMS) in missions with POC mandates, shall include a **priority objective in their workplan** reflecting their specific responsibilities for the implementation of the POC mandate, aligned with the strategic objectives of the mission. Similar responsibilities, based on the mission strategic and operational plans, should be included in the workplans and performance appraisals of other key staff, as appropriate, including but not limited to heads of political affairs, human rights, civil affairs, justice and corrections, SSSR and DDR units and Joint Mission Analysis Centres (JMACs), Joint Operations Centres (JOCs), heads of field offices and senior POC, child protection and women protection advisers. The responsibility for the implementation of the POC mandate will, as appropriate, be cascaded down through staff management systems and included in the workplans and appraisals of all relevant staff.

94. Some personnel serving in UN peacekeeping operations with POC mandates, in particular **members of national military contingents or formed police units**, are not appraised through UN performance management systems. Nonetheless, they are expected to perform their responsibilities to implement the mandate of the mission effectively and with professionalism and integrity. Evaluations of Force Headquarters and sub-units in accordance with DPKO SOPs 2016.02[18] and 2016.16[19] shall evaluate POC planning and readiness. Force Commanders and Police Commissioners must ensure that subordinate units are ready, able and willing to implement the POC mandate.

95. There should be continuous learning on the protection of civilians, including through **regular after-action reviews and lessons learnt assessments**. Reflections on POC should be included in the end of assignment reports of senior management.

96. In situations where civilians have been killed or subject to physical violence (including sexual violence) in proximity to a UN base or in a situation where the mission knew or should have known about an imminent threat to civilians and failed to respond within their capabilities, **an inquiry or after-action review must be undertaken** as soon as possible to identify gaps in mission information gathering, analysis, coordination and/or response. A full investigation followed by a board of inquiry shall be initiated in case of a POC-related contravention of the ROE or DUF. Where necessary, UN Headquarters will support an investigation or conduct an independent investigation. After any evaluation or investigation, remedial or corrective measures must be taken to avoid reoccurrence and/or improve the POC response of the mission.

97. In accordance with relevant UN rules, regulations and procedures, in the case of poor performance of duties or misconduct related to the implementation of the POC mandate, by civilian or uniformed personnel, the full range of relevant administrative processes, remedies and consequences will be applied. Any situation associated with POC which involves alleged misconduct, including contravention of the ROE or DUF, must be referred for a determination on the need for an additional and separate investigation into the alleged misconduct, in accordance with applicable procedures.

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[18] DPKO/OMA SOP on Force and Sector Commander's Evaluation of Subordinate Military Entities in Peacekeeping Operations (2016.02)

[19] DPKO/DFS SOP on Evaluation of Force Headquarters in Peacekeeping Operations (2016.16)

F. TERMS AND DEFINITIONS

In addition to those provided in Section D.2, the following definitions are provided to clarify the POC mandate and to improve understanding among UN peacekeeping personnel. These definitions do not replace or supersede mission-specific rules of engagement, legal advice or the decisions of senior mission leadership in particular situations.

Conflict-related sexual violence:
The UN agreed definition on CRSV refers to incidents or (for Security Council Resolution 1960 (2010) listing purposes) patterns of sexual violence that occur in conflict or post-conflict settings or other situations of concern (e.g., political strife). CRSV includes rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilisation, or any other form of sexual violence of comparable gravity, against women, men, girls or boys. CRSV has a direct or indirect nexus with the conflict or political strife itself, i.e., temporal, geographical and/or causal link. This link may be evident in the profile of the perpetrator (often affiliated with a State or non-State armed group, including a terrorist entity or network), the profile of the victim (who is frequently an actual or perceived member of a persecuted political, ethnic or religious minority, or is targeted on the basis of actual or perceived sexual orientation or gender identity), the climate of impunity (which is generally associated with State collapse), cross- border consequences (such as displacement or trafficking in persons) and/or violations of the provisions of a ceasefire agreement. The term also encompasses trafficking in persons when committed in situations of conflict for the purpose of sexual violence/exploitation. The determination of whether sexual violence is conflict-related is made on a case-by-case basis and follows an established methodology detailed in the analytical and conceptual framing of CRSV. CRSV is a sub-set of sexual and gender-based violence. For the most up to date definition of CRSV, please refer to the latest report of the Secretary General on CRSV.

Sexual exploitation and sexual abuse (SEA):
“Sexual exploitation” means any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. Similarly, the term “sexual abuse” means the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.

Protection of Civilians and the Responsibility to Protect:
Like POC, the responsibility to protect (R2P) also aims at addressing instances of physical violence, with a specific focus on mass atrocities (genocide, war crimes, crimes against humanity and ethnic cleansing). While the R2P framework shares some legal and conceptual foundations and employs some common terminology with POC, they are distinct. Most importantly, R2P may be invoked without the consent of the host state, specifically when the host state is failing to protect its population. R2P thus envisages a range of action which goes beyond the principles of peacekeeping, which require the consent of the host state.

Sexual and Gender-based Violence (SGBV):
"SGBV is an umbrella term for any harmful act that is committed against a person's will and is based on socially ascribed (gender) differences between women and men. The nature and extend of specific types of sexual and gender-based violence vary across cultures, countries and regions. Examples include sexual violence, such as sexual exploitation & abuse, forced prostitution, domestic violence, trafficking, forced/early marriage, harmful traditional practises such as female genital mutilation, honour killings, and the inheritance of widows.

G. REFERENCES

Normative or Superior References

- United Nations Charter (1945)
- Security Council resolution on the Protection of Civilians: 1265 (1999), 1270 (1999), 1296 (2000), 1674 (2006), 1894 (2009), 2145 (2014), 2222 (2015), 2286 (2016), 2417 (2018), 2475 (2019)
- Security Council resolution on Children and Armed Conflict: 1261 (1999), 1314 (2000), 1379 (2001), 1460 (2003), 1539 (2004), 1612 (2005), 1882 (2009), 1998 (2011), 2068 (2012), 2143 (2014), 2225 (2015), 2427 (2018)
- Security Council Resolutions on trafficking in persons in conflict situations: 2331 (2016) and 2388 (2017)
- Security Council Resolutions on Women, Peace and Security, in particular resolutions: 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013), 2242 (2015), and 2467 (2019).
- Reports of the Special Committee on Peacekeeping Operations and its Working Group: A/63/19 (2009), A/64/19 (2010), A/65/19 (2011), A/66/19 (2012), A/72/19 (2018)
- ST/SGB/1999/13 Observance by United Nations forces of international humanitarian law
- ST/SGB/2014/1 UN Staff Rules and Regulations
- ST/AI/2010/5 Performance Management and Development System
- ST/SGB/2017/2/Rev.1 Protection against retaliation for reporting misconduct and for cooperating with duly authorized audits or investigations
- United Nations Guiding Principles on Internal Displacement (2001)
- ST/SGB/2003/13 Special measures for protection from sexual exploitation and sexual abuse
- Human rights due diligence policy on United Nations support to non-United Nations security forces, A/67/775 (2013)
- United Nations Policy on Human Rights Screening of United Nations Personnel (2012)
- United Nations Policy on Integrated Assessment and Planning (2013)

Related policies, procedures or guidelines

- DPO Policy on Peacekeeping-Intelligence (2019.08)
- DPKO/DFS Joint Mission Analysis Centre Field Handbook (2018.03)
- DPKO/DFS Policy on Gender Responsive United Nations Peacekeeping Operations (2018.01)
- DPKO/DFS Guidelines on the role of United Nations police in protection of civilians (2017.12)
- DPKO/DFS/DPA Policy on Child Protection in United Nations Peace Operations (2017.11)
- DPKO/DFS Guidelines on the Use of Force by Military Components in United Nations Peacekeeping Operations (2016.24)
- DPKO/DFS Policy on Justice Support in United Nations Peace Operations (2016.22)
- DPKO/DFS SOP on Evaluation of Force Headquarters in Peacekeeping Operations (2016.16)
- DPKO/DFS Policy on Formed Police Units in United Nations Peacekeeping Operations (2016.10)
- DPKO/OMA SOP on Force and Sector Commander's Evaluation of Subordinate Military Entities in Peacekeeping Operations (2016.02)
- DPKO/DFS Policy on Operational Readiness Assurance and Performance Improvement (2015.16).

- DPKO/DFS Policy on Prison Support in United Nations Peace Operations (2015.11)
- DPKO/DFS Guidelines on Joint Mission Analysis Centres (JMAC) (2015.04)
- DPKO/DFS Policy on Joint Mission Analysis Centres (JMAC) (2015.03)
- DPKO/DFS Guidelines on Protection of Civilians: Implementing Guidelines for Military Components of United Nations Peacekeeping Missions (2015.02)
- DPKO/DFS Guidelines on Joint Operations Centres (JOC) (2014.11)
- DPKO/DFS Policy on Joint Operations Centres (JOC) (2014.10)
- OHCHR/DPKO/DPA/DFS Policy on Human Rights in UN Peacekeeping Operations and Political Missions (2011.20)
- DPKO/DFS Interim Standard Operating Procedures on Detention in United Nations Peace Operations (2010.6)

Other related references

- Reports of the Secretary-General on the protection of civilians in armed conflict: (S/2016/447), (S/2017/414), (S/2018/462), (S/2019/373)
- Protecting Civilians in the Context of UN Peacekeeping Operations: Successes, Setbacks and Remaining Challenges - Victoria Holt, Glyn Taylor and Max Kelly DPKO/OCHA (2009)
- Inter-Agency Standing Committee Statement on the Centrality of Protection in Humanitarian Action (2013)
- Inter-Agency Standing Committee Policy on Protection in Humanitarian Action (2016)
- UN Strategic Results Framework on Women, Peace and Security 2011-2020 (2011)

H. MONITORING AND COMPLIANCE

98. Compliance with this policy will be monitored by the Protection of Civilians Team within the Policy and Best Practices Service, a branch of the Division of Policy, Evaluation and Training within the Department of Peace Operations.

I. CONTACT

99. This policy was developed by the Protection of Civilians team within the Policy and Best Practices Service, a branch of the Division of Policy, Evaluation and Training within the Department of Peace Operations. It was developed through close consultation within DPO as well as with OCHA, OHCHR, UNHCR, and OLA policy focal points.

J. HISTORY

100. The first DPKO/DFS Policy on the Protection of Civilians in United Nations Peacekeeping was published in 2015, as a revision of the 2010 DPKO/DFS Operational Concept for the Protection of Civilians in United Nations Peacekeeping. In accordance with the DPKO/DFS Policy on the Development of Official Guidance, this policy will be reviewed in three years' time.

APPROVAL SIGNATURE:

DATE OF APPROVAL: OCT 1 8 2019

Annex: Roles and Responsibilities

1. Overarching responsibilities for all senior leaders in implementing POC mandates

a. To take all necessary and available actions, to use all necessary and available means and to exercise his or her full authority to ensure proactive, coordinated, efficient and effective implementation of POC mandates;
b. To ensure that workplans for substantive and relevant support sections and field offices have clearly defined POC objectives and tasks based on the strategic plans of the mission;
c. To hold those reporting to him or her accountable for the performance of their respective POC responsibilities by using applicable performance accountability frameworks and, where appropriate, including POC responsibilities in job terms of reference and work plans;
d. To ensure sufficient, practical and context-specific training and exercises on POC for all personnel;
e. To ensure that all reports of POC underperformance are reported and investigated in accordance with applicable procedures;
f. To ensure compliance with the Human Rights due diligence policy (HRDDP) and to put in place processes and create the necessary conditions for the implementation of this Policy;
g. To promote effective and appropriate coordination and complementarity with relevant humanitarian and development actors on POC in line with UN integration policy;
h. To ensure that POC mandates are implemented in a way that identifies and addresses specific threats to women and children.

2. Essential responsibilities of the Under-Secretary-General for Peace Operations in implementing POC mandates

a. To ensure, in collaboration with the USG/DOS, that appointed senior leaders fully understand POC mandates through briefings and mandatory pre-deployment and continuous training;
b. To ensure, in collaboration with the USG/DOS and OHCHR, that adequate pre-deployment and induction training material on POC, UN standards of conduct, international humanitarian law and international human rights law is made available to all relevant UN personnel;
c. To support Heads of Missions' efforts at political outreach and engagement relating to the POC mandate and host state responsibility to protect civilians, including through strategic-level engagement with the Security Council, T/PCCs, host states, regional organizations and other Member States with political leverage to prevent and halt threats to civilians;
d. To ensure the appropriate prioritization of POC in relevant directives, mission concepts, police and force concepts of operations (CONOPS), POC strategies, Comprehensive Performance Assessment System (CPAS), Results-based budgeting frameworks (RBB), mission-specific rules of engagement (ROE) and police directives on use of force (DUF), statement of unit requirements (SUR), memoranda of understanding with troop and police contributing countries (T/PCCs) and other mission documents**,** in consultation with OLA, OHCHR, DOS and other relevant protection actors;
e. To ensure, with the USG/DOS and field missions, that all components are operationally ready, able and willing to perform their responsibilities to implement POC mandates and to work to address any gaps, including through periodic review of cross-cutting POC training requirements and provision of pre-deployment and in-mission training, scenario-based exercises, simulations/rehearsals and table-top exercises;
f. To ensure provision of technical advice on specific POC concerns to missions and sharing best practices and tools across missions

g. To ensure, in collaboration with the USG/DOS and OHCHR, that TCCs and PCCs formally certify that uniformed personnel have not been previously repatriated on disciplinary grounds or otherwise barred from participation in current or future UN peacekeeping operations in connection with an act of misconduct and that they have not committed or are not alleged to have committed criminal offences, including of a sexual nature, and/or violations of international humanitarian law and international human rights law in keeping with the Policy on Human Rights Screening of United Nations Personnel.
h. To ensure, in collaboration with the USG/DOS, the conduct of assessments into incidents of alleged failure to protect civilians and to effectively address the relevant findings and recommendations of any Boards of Inquiry or other investigations in relation to POC-related incidents, including through communication and follow-up with relevant T/PCCs**.**

3. Core POC responsibilities for civilian senior mission leadership: Heads of Mission (HOM)/Special Representative of the Secretary-General (SRSG), Deputy heads of Mission, including Deputy SRSGs (DSRSG), Chiefs of Staff and Directors/Chiefs of Mission Support

4. The SRSG/HOM retains the ultimate responsibility for the implementation of the POC mandate by the mission. She/he is responsible for setting the overall vision, strategy and operational direction of a mission and making informed decisions on resource allocation in the face of competing priorities. She/he should be supported by an established and effective mission resource allocation structure which should meet on a regular basis to review and prioritize mandate implementation activities and to allocate/re-allocate, monitor and prioritize/re-reprioritize available resources as needed.

5. While retaining this responsibility, in terms of the role of the civilian component, the SRSG/HOM can delegate certain tasks, including to his or her deputies, the chief of staff, chiefs of section, heads of field offices and the director/chief of mission support. Where relevant, a DSRSG/RC/HC will play a key role in ensuring strategic coherence and coordination of the protection approaches between the mission and humanitarian and development partners.

6. **Core responsibilities of civilian senior leadership for the implementation of POC mandates include:**

- Strategic

  a. To ensure that POC is prioritized in key mission documents and plans including the Mission plan, CPAS, CONOPS, result-based budgeting (RBB) and component work plans;
  b. To ensure that the Mission has a mission-wide POC strategy articulated as either a stand-alone document or incorporated into the Mission plan, that roles and responsibilities for implementing POC mandates across mission components are clearly articulated and that component specific workplans are based on this POC strategy;
  c. To ensure that the performance assessment frameworks of heads of offices and sections and of sector commanders explicitly include responsibilities, objectives and indicators for delivering the mission's POC strategy;

- Political/substantive

a. To ensure that the mission's political strategy reflects and complements its POC mandate and that the mission's good offices are leveraged to prevent and mitigate threats to civilians;
b. To emphasize the host government's primary responsibility to protect civilians and, where the mission has a mandate to do so, to ensure that assistance and support are provided to the host government to strengthen its capacity to do so;
c. To engage politically to promote protection and prevent threats to civilians, including through engagement with communities and non-state armed groups and the use of community violence reduction and disarmament, demobilization and reintegration programmes where mandated and appropriate;

- Operational

a. To ensure that timely action is taken to protect civilians and to prevent threats to civilians;
b. To ensure an overall framework for coordination and cooperation between military, civilian and police mission components, including joint planning of operations and ensure regular training and exercises, including annual simulations, scenario-based and table top exercises and rehearsals take place and contingency plans are developed;
c. To promote complementarity and ensure coordination with humanitarian and development actors on information sharing and analysis, threat assessment, early warning and community engagement relating to POC, while respecting humanitarian principles;
d. To ensure the establishment and functioning of integrated mission threat assessment early warning and response mechanisms;
e. To ensure that allegations of violations of international humanitarian law and international human rights law including CRSV and grave child rights violations are documented and that they inform early warning analysis, risk and threat assessments as well as strategic and operational planning;
f. To conduct assessments of situations where the mission failed to protect civilians, using existing mechanisms (e.g. boards of inquiry and special investigations) or other assessment processes as appropriate, and to follow up the recommendations of such assessments;

- Resources/mission support

a. To ensure that resource priorities for POC are identified and included in missions' budgetary processes;
b. To ensure regular engagement with other senior mission leaders and UN Headquarters on any identified resource gaps specific to POC;
c. To ensure that POC is prioritized in mission support concepts and plans.

7. **Core POC responsibilities of Force Commander**

a. To develop and implement a strategy and operational plans for the Force to fulfil its responsibilities for implementing the POC mandate, in line with the mission plans and POC strategy and in consultation with relevant mission components including POC coordination mechanisms;
b. To issue, disseminate and ensure compliance with all necessary orders, directions and guidance to effectively implement the POC mandate, and to ensure that Sector Commanders have developed POC-related plans and issued necessary orders;
c. To ensure prioritization of resources for POC tasks;

d. To ensure and periodically review the military component's operational readiness and preparedness for POC and to identify and address any gaps in capacity, training and resources;
e. To ensure that rehearsals on POC take place at least once per year, with civilian participation where possible;
f. To ensure periodic evaluations of subordinate units in line with the DPKO/DFS standard operating procedure (SOP) on Force and Sector Commanders' evaluation of subordinate military entities in peacekeeping operations;
g. To ensure, along with the Police Commissioner and civilian sections, development of an overall framework for coordination and cooperation between the Force, UN Police (including formed police units) and civilian components, including as participants in POC coordination structures and planning teams, and that training and exercises, simulations, scenario-based and table top exercises and rehearsals take place regularly and contingency plans are developed;
h. To order the conduct of proactive preventive measures as well as response measures to early warning and alerts, including as a response to recommendations arising from integrated coordination mechanisms;
i. To provide information and early warning of threats to civilians to mission coordination mechanisms and information on allegations of violations of international humanitarian law and international human rights law to the human rights component and to the specialized protection function capacities (i.e. child protection and CRSV);
j. To ensure that systems are in place for response to early warnings of threats to civilians;
k. To ensure that threat assessments, situational awareness and operational planning on POC are informed by regular engagement between the force and local communities, including with civil society groups such as youth groups or women's groups, in close coordination with relevant civilian components, while ensuring that such engagement does not expose civilians to risk, in line with the "do no harm" principle;
l. To ensure follow up of cases of human rights violations by national security forces to advocate for accountability, in close coordination with human rights components and senior child protection and women's protection advisers.

8**. Core POC responsibilities of Police Commissioner**

a. To develop a strategy and operational plan for the police component to fulfil its responsibilities for implementing the POC mandate, in line with the mission plans and POC strategy and in consultation with relevant mission components and POC coordination mechanisms and informed by a threat assessment;
b. To issue, disseminate and ensure compliance with all necessary orders, directives, operational documents and guidance to effectively implement the POC mandate;
c. To ensure prioritization of resources for POC tasks;
d. To ensure and periodically review the police component's operational readiness and preparedness for POC and to identify and address any gaps in capacity, training and resources;
e. To ensure that all personnel under her/his command have a common understanding of those actions which should be taken to protect civilians, including through specific in-mission training, and that they are operationally ready, able and willing to perform their POC responsibilities and to identify and seek to address any gaps in capacity, training and resources;
f. To ensure that UN Police pursue a community-oriented and intelligence-led approach to POC, in a way that does not expose civilians to risk, in line with the "do no harm" principle;

g. To mainstream POC, international human rights law and international humanitarian law into mentoring, monitoring, advisory, capacity building and operational support and any other relevant activities conducted with host state police counterparts;
h. To provide information and early warning of threats to civilians to mission coordination mechanisms and information on allegations of violations of international humanitarian law and international human rights law to the human rights component and to the specialized protection function capacities (i.e. child protection and CRSV);
i. To ensure, along with the Force Commander, an overall framework for coordination and cooperation between UN Police (including formed police units), the Force and civilian components in POC matters and police participation in POC coordination structures and to ensure that training and exercises, including simulations, scenario-based and tabletop exercises and rehearsals take place regularly and contingency plans are developed, reviewed and revised;
j. To ensure that threat assessments and situational awareness on POC are informed by regular engagement between UN Police and local communities, including with civil society groups such as youth groups or women's groups, in close coordination with relevant civilian components, while ensuring that such engagement does not expose any persons to harm;
k. To order the conduct of proactive preventive measures;
l. To ensure follow up of cases of human rights violations by host state police elements to advocate for accountability, in close coordination with human rights components and senior child protection and women's protection advisers.

9. Senior POC Advisers

In missions which have a Senior POC Adviser[20], the Adviser's function is to provide advice, support and guidance on the implementation of the POC mandate and facilitate the development and implementation of mission-wide strategies and guidance for the protection of civilians by all components, in liaison with relevant protection actors. This includes responsibilities:

a. To ensure overall compliance of the Mission's POC efforts with relevant UN or DPO and DOS policies and guidelines;
b. To ensure that senior Mission leadership is regularly updated on current and emerging threats against civilians;
c. To ensure that a comprehensive approach is adopted on all POC matters in order to effectively leverage resources within the Mission for POC objectives;
d. To provide support to relevant components and sections, including military and police, at mission headquarters and field level to ensure that protection of civilians concerns are adequately reflected in Mission operations, particularly as concerns civilian-military planning processes;
e. To ensure close coordination and strengthening of cooperation with relevant partners including development and humanitarian actors in the implementation of the strategy and local protection plans;
f. To ensure that adequate POC analysis is included in relevant mission planning, performance and reporting systems;
g. To coordinate the establishment/monitoring and implementation of POC coordination forums;
h. To work with the relevant staff in the mission to conduct and support after action reviews and lessons learned studies on the mission's POC efforts;

[20] In missions without a Senior POC Adviser, many of these functions will be carried out by a POC mission focal point.

i. To support the assessment of training needs on protection of civilians issues within the mission, as well as the design and delivery of tailored POC modules with relevant mission components, in close consultation with the Integrated Mission Training Centre.

10. Responsibilities of Heads of Field Offices and heads of civilian components in the implementation of POC mandates

11. In line with the mission plan and POC strategy, field offices and civilian components are expected to develop strategic, operational and contingency plans for activities in support of the implementation of the POC mandate. These POC responsibilities and objectives must be reflected in the terms of reference and individual workplans of Heads of Field Offices and heads of civilian mission components, including heads of political affairs, human rights, civil affairs, the joint mission analysis centre (JMAC) and joint operations centre (JOC), security sector reform (SSR), disarmament, demobilization and reintegration (DDR), justice and/or corrections, mine action, and strategic communications, as well as legal, child protection and women's protection advisers, as appropriate. The performance of Heads of Field Offices and heads of components in respect of these goals should be evaluated by their line managers.

12. Heads of Field Offices play an important role in the effective implementation of POC mandates by ensuring overall coherence of mandate implementation in their area of responsibility and coordination within civilian mission components as well as between the civilian, military and police components.

13. Recognizing that the specific responsibilities of mission components vary according to the particular mandate and structure of a peacekeeping mission, this section sets out illustrative responsibilities of heads of components who play a particular role in implementing the POC mandate. These can be adjusted in accordance with mission specific POC strategies, and key POC responsibilities should be included in the Terms of Reference, work plan and evaluation of each head of component.

14. Core POC responsibilities of Heads of Field Offices

a. To provide strategic guidance to field offices on the implementation of the POC mandate in line with the mission plan and POC strategy in the area of responsibility of the field office and based on the particular POC threats in the area of responsibility, in regular consultation with the mission POC Adviser;
b. To emphasize the host government's primary responsibility to protect and, where the mission has a mandate to do so, to coordinate field office assistance and support to the host government in order to strengthen its capacity to do so;
c. To develop a field office-specific strategy and work plan on the implementation of the POC mandate in the area of responsibility, including through engagement with political actors, communities and non-state armed groups and the use of DDR/community violence reduction (CVR) programmes as required by the mission mandate and strategy;
d. To ensure coordination of information sharing, analysis and response to POC threats between relevant components (military, civilian and police) through POC coordination mechanisms in the area of responsibility of the field office;
e. To ensure that field office level threat analysis, early warning and response mechanisms are in place and to escalate POC threats and situations to mission headquarters when necessary;
f. To ensure outreach to relevant humanitarian and development actors to promote effective and appropriate coordination and complementarity on POC.

15. Core POC responsibilities of Heads of Political Affairs Components

a. To ensure the development, regular update and implementation of a mission-specific political strategy which includes political activities and public messaging for POC;
b. To promote political solutions and prioritize POC in mission political strategy/messaging;
c. To analyze and share information on political trends and emerging tensions to inform early warning, risk and threat assessments, contingency and operational planning;
d. To use good offices to promote the host government's primary responsibility to protect civilians;
e. To advise, support and implement political dialogue activities for POC in coordination with POC coordination mechanisms.

16. Core POC responsibilities of Heads of Human Rights Components[21]

a. To document and report on allegations of violations of international human rights law and international humanitarian law, where applicable, including sexual violence and violations against children where there are no distinct child protection and/or CRSV mission capacities, and engage with victims and local communities at risk, or refer specialized cases, including on women and children, to specialist capacities;
b. To share relevant information and trend analysis with mission coordination and analysis bodies, including POC coordination mechanisms, to inform early warning, prevention, risk and threat assessments, as well as strategic, operational and tactical planning, with a view to mitigate the risk of harm to civilians;
c. To engage with parties to conflicts (whether State or non-State) to promote the upholding of their obligations under international humanitarian law and international human rights law, raise allegations of violations in particular of the rights to life and physical integrity, and seek corrective action, including accountability;
d. In high-risks contexts, to consider establishing a protection programme for individuals who engage with the mission, including human rights defenders, victims and witnesses of human rights violations; community workers, journalists, lawyers and other civil society representatives, in consultation with UN Headquarters. Develop concrete measures and tools to prevent and address intimidation and reprisals as well as to ensure adequate documentation and internal reporting of incidents;
e. To strengthen, in line with the mission's mandate, the capacity of host state authorities to protect civilians, including support to security forces (defence, police and gendarmerie) to comply with international humanitarian law and international human rights law to judiciary personnel to perform their functions, and to lawmakers to support institution building/reform and legislative frameworks;
f. To inform the SRSG and High Commissioner for Human Rights of any allegations of violations of international humanitarian law or international human rights law by UN personnel;
g. To investigate and report to the SRSG and High Commissioner for Human Rights of any allegations of violations of international humanitarian law or international human rights law by non-UN Security personnel;
h. To provide secretarial functions for the Human Rights Due Diligence Policy Task Force and support the development of risk-assessments.

17. Core POC responsibilities of Heads of Civil Affairs Components

a. To ensure regular engagement with local communities for early warning and conflict resolution activities, including with civil society groups such as youth groups or women's groups, in close coordination with military, police and relevant civilian components, while ensuring that such engagement does not expose people to risk or cause harm;

[21] Or Mission Human Rights focal point.

b. To support community-based alert networks and protection plans to enhance early warning and conflict prevention;
c. To analyse and share information on root causes of conflict, local dynamics and interests of various actors to inform early warning, risk and threat assessments as well as contingency and operational planning;
d. To support peace and reconciliation initiatives to reduce threats to civilian populations and promote social cohesion;
e. To sensitize local and national authorities, civil society actors, community leaders and international partners on local conflict patterns as well as actions required;
f. To support conflict management roles of local authorities by fostering dialogues and building trust between local authorities and their constituents;
g. To support infrastructure development to mitigate conflicts caused by competition over natural resources;
h. To build confidence of local communities on military activities and POC mandate implementation.

18. Core POC responsibilities of Heads of JMAC

a. To monitor, collect and evaluate information relevant to the implementation of the POC mandate, including information from a variety of sources;
b. To generate timely integrated analysis products, including: trend / incident analyses; threat assessments; forward-looking assessments; scenarios; profiling, and; risk mapping. This includes (but is not limited to) analysis of conflict dynamics and trends, as well as possible or emerging threats to the civilian population;
c. To share information on conflict trends and emerging threats to civilian populations with relevant mission components, POC coordination mechanisms and non-mission protection actors, as appropriate, as directed by senior leadership and in accordance with the JMAC policy, to inform early warning, risk and threat assessments;
d. To provide senior mission leadership with an understanding of issues and trends and their potential implications for the POC mandate implementation;
e. To ensure an appropriate level of confidentiality in the acquisition, handling and sharing of information (including source protection), and the appropriate dissemination of final products;
f. To participate in and where possible provide forward-looking analysis to regular coordination forums on protection, such as protection working groups (PWGs), Senior Management Groups on Protection (SMG-Ps), and other similar meetings.

19. Core POC responsibilities of Heads of JOC

a. To consolidate, maintain and disseminate, as appropriate and in a timely manner, information on threats to civilians in the mission area, including providing timely operational information to mission POC coordination and early warning fora and mechanisms;
b. To ensure timely operational reports to senior mission managers and UNHQ on situations where civilians are under threat, including through ad hoc issuance of Special Incident ("Flash") Reports and inclusion in integrated Situation Reports;
c. To act as a crisis management centre and support an integrated mission response in the event of a crisis involving the protection of civilians;
d. To coordinate and facilitate joint operational planning and execution to protect civilians, in missions where the JOC serves a coordination function for cross-component operations.

20. Core POC responsibilities of Heads of Security Sector Reform Component

a. To engage in regular analysis of the threats to civilians deriving from the weaknesses of the national security governance system and from specific security institutions, including the defence sector;
b. To advise mission leadership and coordinate engagement with national authorities and international partners, where relevant, to ensure that the development of national SSR policies is consistent with the overarching objective of the host state's responsibility to protect civilians, and to ensure that international support to national security forces prioritizes POC needs and objectives;
c. To advise and implement approaches, as appropriate, to reduce risks to civilians stemming from national security forces, including through support to relevant accountability mechanisms and confidence building measures;
d. To provide advice and coordinate with the mission military component in the planning and review of joint operations with national security forces to ensure that these are aligned with the broader objectives of SSR and contribute to strengthening the commitment and capacity of the host state to protect civilians.

21. Core POC responsibilities of Heads of Disarmament, Demobilization and Reintegration Component

a. To share relevant information and analysis on non-state armed groups with mission coordination and analysis bodies to contribute to early warning, risk and threat assessments with a view to mitigate the risk of harm to civilians;
b. To advocate for civilian harm mitigation in all their components' engagements with armed forces and groups;
c. To support the implementation of a DDR programme as part of a peace process, taking into consideration protection of civilians;
d. To prioritize or sequence the implementation of DDR and CVR activities in such a way as to address first the areas where the threat to civilians is the most acute ("hot spots");
e. To implement Community Violence Reduction (CVR) programmes and, where possible, provide alternative livelihoods to members of armed groups and communities, including youth at risk of being recruited into armed groups, to prevent them from engaging in violence.

22. Core POC responsibilities of Heads of Justice and/or Corrections Components

a. To engage in regular analysis on the functioning of rule of law institutions and rule of law-related dynamics and developments that are likely to have wider political and security implications;
b. To assess the functioning of the criminal justice chain and identify needs and gaps in the capacity and willingness of the justice system to respond to attacks against civilians through the investigation and prosecution of crimes and the arrest and detention of suspects;
c. To support the restoration of basic rule of law services in priority areas where the absence of functioning rule of law institutions results in increasing threats of violence against civilians;
d. To engage with state and/or local institutions to support community-based mechanisms which aim to peacefully settle intercommunal conflicts without prejudice to State sovereignty and in complementarity with State justice systems;
e. To ensure the safe, humane and secure detention of those apprehended for serious crimes perpetrated against civilians and other high-risk detainees;
f. To engage with domestic institutions to strengthen judicial oversight;
g. To assist in the investigation and prosecution of conflict-related serious crimes perpetrated against civilians.

23. Core POC responsibilities of Heads of Mine Action Components

a. To assess, analyze and share information, including with POC coordination mechanisms on explosive ordnance contamination to highlight critical risks to civilians;
b. To share relevant information gathered through regular engagement with local communities while carrying out survey and/ or risk education;
c. To recommend potential mine action projects that could support protection of civilians and/or confidence building measure to reinforce humanitarian and political priorities;
d. To manage the delivery of risk education, clearance of explosive hazards and survivor assistance according to strategy developed for local context aligned with the UN Mine Action Strategy 2019-2023;
e. To support the implementation of a mine action programme as part of a peace process, where relevant.

24. Core POC responsibilities of Heads of Strategic Communications

a. To include key messages on the protection of civilians in strategic mission documents and plans on public information;
b. To develop and disseminate messaging which explains the mission's role in protecting civilians and manages expectations;
c. To use public information tools to encourage respect for international humanitarian and human rights law as well as peace and reconciliation and discourage attacks on civilians;
d. To gather and share relevant information with mission POC coordination forums, for example on the use of hate speech.

25. Core POC responsibilities of Legal Advisers

a. To provide advice on the applicable legal framework(s) and consequent implications for the implementation of the POC mandate and the planning and conduct of operations;
b. To advise and support on the interpretation of the mission mandate, ROE, DUF, SOFA and other key documents which guide the implementation of the POC mandate;
c. To advise and assist in the drafting of mission SOPs and other key documents which guide the mission implementation of the POC mandate.

26. Core POC responsibilities of Senior Child Protection Advisers

In missions which have a Senior Child Protection Adviser, her/his function is to implement the child protection mandate of UN peace operations, including by advising and facilitating the mainstreaming of child protection into the broader protection efforts of the mission[22]. In support of POC mandate implementation, he/she will have the following responsibilities:

a. To advise senior mission leadership, including SRSG/HOMs, DSRSGs, Force Commanders and Heads of UN Police components on child protection issues and relevant actions to be taken;
b. To monitor and share information, including with POC coordination mechanisms on protection threats faced by children and grave violations committed against children in situations of armed conflict;
c. To engage in dialogue with parties to the conflict on the signing and implementation of Security Council mandated action plans to halt and prevent grave child rights violations;
d. To support the release and reintegration of children associated with armed forces and armed groups, as part of action plan dialogue, peace negotiations and peace agreements, Disarmament Demobilization and Reintegration (DDR) programs or other relevant processes;

[22] DPKO/DFS/DPA Policy on Child Protection in United Nations Peace Operations (2017.11)

e. To advocate for protective, preventive and remedial measures in relation to other violations of children's rights identified as key child protection concerns by the mission (i.e. security detention of children and use of schools for military purposes);
f. To provide training, guidance and expertise on child protection issues, tools and methodologies to other components and sections of UN peace operations, in close cooperation with the Integrated Mission Training Centre;
g. To advocate with host state governments, diplomatic and donor communities, regional and international organizations, including through the release of public advocacy reports on children affected by armed conflict.

27. Core POC responsibilities of Senior Women's Protection Advisers

Senior Women's Protection Advisers (SWPAs) are deployed at the request of the United Nations Security Council to missions to support the implementation of a specific Security Council mandate and form part of the architecture on Sexual Violence in Conflict. SWPAs fulfil a crucial role in ensuring the mainstreaming of CRSV concerns in the implementation of UN peace operations' protection of civilians mandates and will, be responsible, amongst other functions:

a. To advise senior mission leadership, including SRSG/HOMs, Deputy SRSGs, Force Commanders and Heads of United Nations Police (UNPOL) components, and military and police focal points on the implementation of the CRSV mandate and on relevant CRSV issues and actions to be taken, with particular attention to the mission's overall work, including mediation and national reconciliation efforts;
b. To ensure the integration of information and analysis of specific CRSV threats faced by women, men, girls and boys into POC analysis and decision-making for timely and effective CRSV preventive actions by the Mission;
c. To provide advice on POC activities and courses of action to ensure that they take into account risks and threats of CRSV;
d. To monitor and analyze CRSV concerns with a view to provide up-to-date CRSV risk analysis and early warning for use by the mission in protecting civilians;
e. To engage in dialogue with parties to conflict on the signing and implementation of commitments to halt and prevent CRSV, in line with Security Council resolutions and in coordination with the OSRSG-SVC and other relevant mission components, supporting parties to conflict in the implementation of commitments to address CRSV, and regularly reviewing progress with parties to conflict and the UN system;
f. To advocate for timely, dignified and quality assistance for CRSV survivors;
g. To provide training, guidance and expertise on CRSV prevention and response through POC mechanisms, in close cooperation with the Integrated Mission Training Centre;
h. To support the POC adviser on the development of strategies to protect civilians, particularly from CRSV.