

# MODULE 1: OVERVIEW OF THE PROTECTION OF CIVILIANS (POC)

## Preparatory Notes to Instructors

### AIM

To familiarize peacekeeping personnel with:

- The importance of POC for the peacekeeping mission and UN.
- The range of protection objectives, threats and actors.

### AUDIENCE

This module has been designed for an operational level audience who has solid knowledge on the field mission organization and functioning, and how it interacts with mission partners on the ground. For a tactical level audience (for example, Contingent and Battalion Commanders and Battalion staff), this subject is also highly relevant; however, learning outcomes and content should be suited to the trainees' profile.

Specific Participant Profile:

- Military - Battalion level and above
- Police – FPU Commanders and above
- Civilian – Heads of Substantive Sections and above

### LEARNING OUTCOMES

***On completion of Module 1, participants will be able to:***

1. Explain the range of protection objectives encompassed by UN peacekeeping activities.
2. Explain how and why POC has become a priority objective for UN peacekeeping.
3. Describe the range of protection threats facing civilians and the role of peacekeepers in protecting against those threats.
4. Describe the range of protection actors that operate alongside peacekeeping operations.

5. Explain how the failure to protect civilians can affect the credibility of the mission and the UN.

## TRAINING SEQUENCE

Modules 1-4 are to be delivered in sequence, followed by the scenario based exercises.

## DURATION

Module 1	Lecture/Presentation	Questions/Discussion & Session Assessment
Timing	35 min.	10 min.

## METHODOLOGY

- The following points outline a suggested methodology. Experienced instructors may choose to use alternative methods and activities to present the material and key messages in this unit.
- Training takes 45 minutes in total.
- This module will include lecture issues followed by group questions/discussion and learning activities as appropriate.

**Part 1:** Presentations using the provided PowerPoint slides

**Part 2:** Informal question and answer periods (as determined by instructor)

## INSTRUCTOR PROFILE

Module 1 is best presented by an instructor who has personal experience in a peacekeeping operation with a POC mandate, with a solid understanding of the operational concept of POC and how it's implemented in the mission(s). The Instructor should have undergone a formal training course on POC at national or international level.

## INSTRUCTOR PREPARATIONS

### Required Readings:

- Charter of the UN
- United Nations Peacekeeping Operations Principles and Guidelines (also known as the Capstone Doctrine)
- OCHA/DPKO Study on the Protection of Civilians in the Context of UN Peacekeeping Operations: Successes, Setbacks and Remaining Challenges (2009)
- DPKO/DFS Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations
- DPKO/DFS (Draft) Framework for Drafting Mission-wide Protection of Civilians (POC) Strategies in UN Peacekeeping Operations
- OCHA Aide Memoire for the Consideration of Issues Pertaining to the Protection of Civilians
- DPKO/DFS Lessons Learned Note on the Protection of Civilians in UN Peacekeeping Operations
- DPKO/DFS Guidelines for Integrating a Gender Perspective Into the Work of the United Nations Military in Peacekeeping Operations
- Provisional Guidance Note on the Implementation of Resolution 1960 (UN Action against Sexual Violence in Conflict, Office of the SRSG – Sexual Violence in Conflict) (2011)
- DPKO/DFS Policy on Mainstreaming the Protection, Rights and Well-being of Children Affected by Armed Conflict within UN Peacekeeping Operations
- Child Protection in UN Peacekeeping: Vol 1 – Q&A on Child Protection
- Analytical and Conceptual Framing of Conflict Related Sexual Violence (UN Action Against Sexual Violence in Conflict)
- Secretary General's Bulletin on the Observance by United Nations forces of International Humanitarian Law
- Carana Case Study and Scenario materials
  - Carana Training Package

- Country Study Overview
- Scenarios

## Equipment

- Computer and provided session slides
- Projector and screen for slides

## Materials

- Copies of the *Draft Framework for Drafting Mission-wide Protection of Civilians (POC) strategies in UN Peacekeeping Operations* (one per participant). For copies, please download the electronic file at:  
<http://www.peacekeepingbestpractices.unlb.org/PBPS/Pages/Public/Home.aspx>
- Selected Carana Mission Materials – Mandate, Rules of Engagement, and Concept of Operations (Students should be provided with copies of these well in advance of POC training)

## PARTICIPANT PREPARATIONS

All participants must have a strong familiarity with the following:

- POC Pre-Deployment Training: Participant Handbook
- Carana Case Study Materials provided
- DPKO/DFS Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations
- DPKO/DFS (Draft) Framework for Drafting Mission-wide Protection of Civilians (POC) Strategies in UN Peacekeeping Operations

## ADDITIONAL RESOURCES

Security Council Resolutions (please download from <http://www.un.org/en/documents/>):











- Concerning Children and Armed Conflict, (S/RES/1612), 2005
- Protection of Civilians in Armed Conflict, (S/RES/1674), 2006
- Protection of Civilians in Armed Conflict, (S/RES/1894), 2009

- Women and Peace and Security, (S/RES/1325), 2000
- Women and Peace and Security, (S/RES/1960), 2010

## MATERIALS REFERENCED IN THIS MODULE

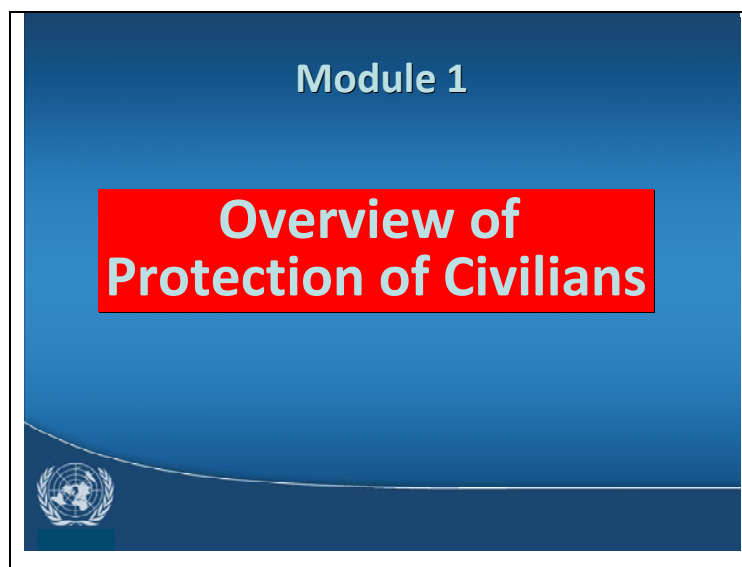
- DPKO/DFS Draft Framework for Drafting Mission-wide Protection of Civilians (POC) strategies in UN Peacekeeping *Operations* (2010)
- DPKO/DFS Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations (2009)
- DRAFT Explanatory Note on Protection of Civilians Language in Security Council Mandates for Peacekeeping Missions
- Henry L Stimson Center, *Military Planning to Protect Civilians: Proposed Guidance for United Nations Peacekeeping Operations*, Washington, D.C (2011)
- *Integrated Mission Planning Process Guidelines: Role of the Field; Integrated Planning for UN Field Presences*
- *Mission Start-up Field Guide for Senior Mission Managers of United Nations Peacekeeping Operations* (2008)
- OCHA Aide Memoire for the Consideration of Issues Pertaining to the Protection of Civilians
- OCHA/DPKO Study on the Protection of Civilians in UN Peacekeeping Operations (2009)
- DPKO/DFS Guidelines for Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping

## SYMBOLS LEGEND

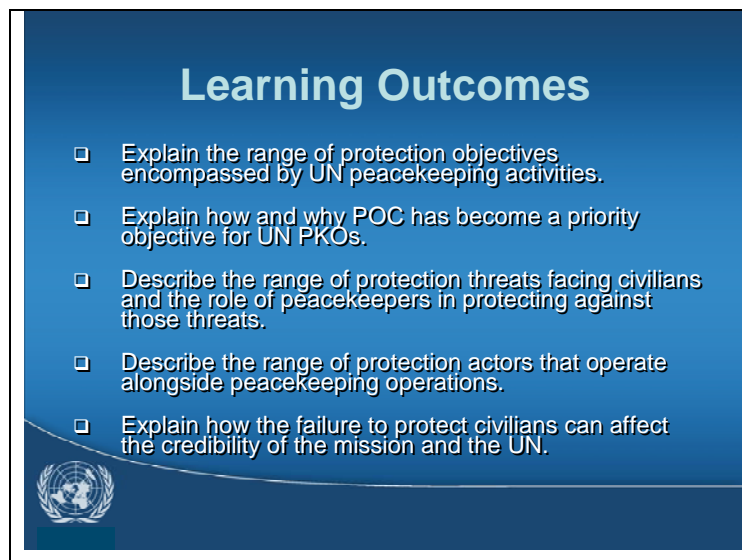
	Note to the Instructor (Some background information for consideration and mention)
	Speaking Points (The main points to cover on the topic. Ideally the speaking points are presented in the instructor's own words versus being read to participants. Please note, text in the slides is highlighted in bold, blue fonts in the associated speaking points.)
	Mission Specific (A point where the session will benefit from mission specific information)
	Example (Stories that illustrate a point or key message)
	Sample questions (A list of potential questions to pose to participants)
	Handout (Indicates a handout is provided to participants at this point)
	Film (A film that is suggested as either a core or optional activity)
	Core Learning Activity (An activity that is strongly recommended for inclusion)
	Optional Learning Activity (An activity that can be used if there is time and it is appropriate for the participant group. Guidelines for these activities are provided at the end of the unit or part – as indicated in the text)
	Key summary points (Key messages that are worth repeating at the end of the session. Alternatively, the instructor can ask participants what are the main messages they are taking from the session. Instructors can then fill in any points that have been missed.)

## Session Notes

### 1. INTRODUCTION




Slide 1



Slide 2

**THIS TRAINING IS DESIGNED TO IMPROVE THE OVERALL COHERENCE AND EFFECTIVENESS OF POC ACTIVITIES BY:**

1. Establishing a common understanding of what “protection” means in the context of UN peacekeeping, as distinct from other, non peacekeeping protection functions and actors;
2. Clarifying UN institutional standards and expectations with regards to protection planning and the execution of protection activities;
3. Clarifying the different roles and responsibilities of all protection actors – civilian, police and military - within a UN peacekeeping operation, and how the work of each actor relates and contributes to the overarching POC objectives;
4. Supporting more effective protection planning by improving awareness of protection threats and civilian vulnerabilities, and by giving peacekeepers the benefit of UN peacekeeping experiences ; and
5. Familiarizing peacekeeping personnel with the unique nature of sexual violence in armed conflict, as part of protection of civilians.

 **Note to Instructor:** *Introduce the session by letting participants know the aims of the module and intended learning outcomes*



**Slide 3**




## 2. THE REASONS FOR VIOLENCE




Slide 4


- There is a tendency to assume that violence against civilians is an unintended consequence of the chaos of conflict. It is assumed that civilians are harmed by accident, or that the breakdown of law and order is primarily to blame for the harm that civilians suffer in times of war. While banditry and a lack of rule-of-law do make civilians more vulnerable, increasingly civilians have become the deliberate target of violence and not just the accidental victims in contexts of armed conflict or political violence. Perpetrators of violence can include bandits, members of armed groups (militia, rebels, etc.) or the security forces of the host state or of foreign, invading states.

 **Note to Instructor:** *In planning POC activities it is important to understand both the severity and likelihood of the THREAT as well as the factors that can increase civilian VULNERABILITY. These will be discussed in Module 4.*

- There are two broad types of reasoning behind violence.

1. Violations targeted on the basis of **opportunity** – Indiscriminate violence resulting from the lack of law and order that is prevalent in conflict, and early post conflict situations. This includes (but is not limited to) indiscriminate looting and illegal taxation, rape, sexual violence and – in some cases – forced recruitment and forced labor.
2. Violence targeted at specific individuals or communities to further the **strategic aims** of the perpetrators. This can include (but is not limited to) the targeting of ethnic, racial, sexual, religious or political groups, specific communities, or people from particular geographic regions. It is designed to further political, economic, religious or military ends. This can include ethnic cleansing and genocide, forced displacement for the purpose of controlling lands or populations, and violence for the purpose of humiliating or de-legitimizing rival political or military authorities. Conflict related sexual violence has also been used deliberately and systematically as a means of punishment and territorial control, humiliating opposition forces or populations, impregnating the women of particular ethnic or racial groups with the children of their enemies as a form of genocide

 **Notes to Instructor:** *These two types of violence often happen concurrently – e.g. an armed attack on particular individuals, targeted for political or religious reasons (for example) might be accompanied by opportunistic looting or rape.*

 *It is important to distinguish CRSV from SGBV as the use of sexual violence can be a tactic of war to humiliate, dominate, instil fear in, disperse and/or forcibly relocate civilian members of a community or ethnic group. Conflict related sexual violence is a crime of international humanitarian law that is committed by parties to conflict. It is covered by the Statute of the International Criminal Court through war crimes, genocide, and crimes against humanity. Sexual and Gender Based Violence is broader in scope and includes all forms of gender based violence committed within any given context such as domestic violence and female genital mutilation. Module 5 will examine prevention and response to sexual violence in more detail.*


- 👉 *The nature of the MOTIVE (reason for perpetrating attack) will have an impact on the way that the mission RESPONDS (e.g. operational protection plans must take into account the REASONS for attack, the MEANS available to the perpetrators to carry out the attack and the OPPORTUNITY to perpetrate attack. This will be further discussed in Module 4.)*

### 3. WHAT IS PROTECTION?



Slide 5

- POC as it relates to peacekeeping (as opposed to POC writ large) is framed in the Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations. The Operational Concept makes reference to three broad approaches to POC.


 **Notes to Instructor:** Refer to *Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations* – Participants should have it in front of them.




Slide 6

UN Multidimensional peacekeeping operations incorporate ALL THREE of the following interpretations of protection:

- **Rights Based Approach:** This is a broad interpretation “encompassing all activities aimed at obtaining full respect for the rights of the individual in accordance with international humanitarian, human rights and refugee law.” (IASC Definition)
- **Stabilization and peace building as durable forms of protection:** Argues that the best way to protect civilians is by creating a secure, peaceful environment for them to live in. This is the long-view of protection and has been a core part of UN peacekeeping efforts from the beginning.
- **Physical protection from harm:** Protection from physical violence (both attack and the threat of attack). The most visible and immediately tangible type of protection. Unique to peacekeeping (typically there are no other external actors performing this sort of protection task in the area of operations)

 **Notes to Instructor:** *These three approaches are mutually reinforcing and must be pursued simultaneously.*

 *The three approaches are often difficult to reconcile, but they also interrelate (and the effective delivery of one supports the achievement of the others).*

*For example, physical protection from harm is predominantly a responsibility of the military peacekeepers and police (specifically FPU), but effective physical protection involves the anticipation and mitigation of harm where vulnerable persons can be part of the solution. This, in turn, requires effective human rights monitoring and proactive political engagement. Physical protection also strengthens the “rights based” approach and “end state” protection efforts by reinforcing the legitimacy of the mission in the eyes of the population, and therefore strengthens the ability of the mission to achieve long-term stabilization objectives.*

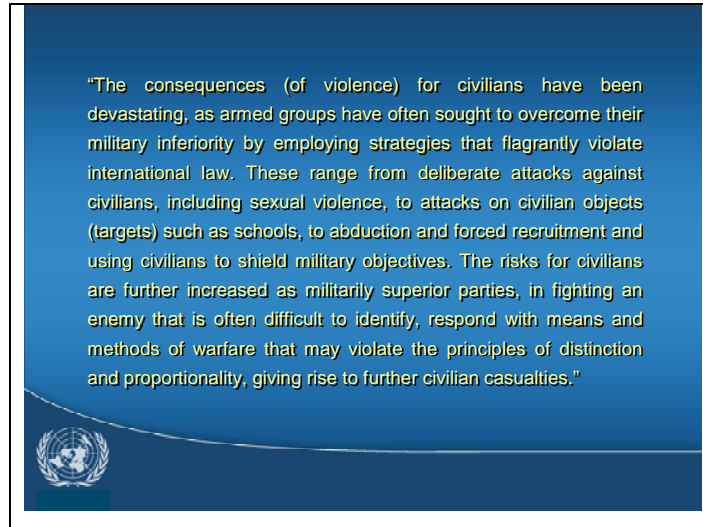
- 👉 *Clearly not all protection tasks are solely the responsibility of UN peacekeepers; however, there are elements of all three approaches to protection within the mandated tasks of UN peacekeeping missions*

## 4. THE THREATS FACING CIVILIANS




Slide 7

- 👉 **Notes to Instructor:** Addressed to full plenary
- 👉 Ask participants to read the following quote (below) - display on slide




Slide 8

-  Pose the following question to the group; Based on this quote and your own experiences, what types of violence are likely to be seen in the area of operations?








Slide 9

-  Ask participants to offer their answers to the group. Follow up with a discussion of the following slide/handout.

## Slide 10

Threats	
CHART 1.1: threats (** NOT THE SAME AS RISK... SEE MODULE 4, pp XX*) (Modified from MONUSCO JHRO Training Materials on POC)	
Threats to life...	Arbitrary, summary or extrajudicial executions Murder (ranging from individual killings occurring out of criminality up to systematic violence and the perpetration of genocide)
Threats to physical integrity...	Torture, cruel, inhuman or degrading treatment Conflict related Sexual Violence (Rape and other forms of sexual violence (from the opportunistic to the widespread and systematic use of rape) Abduction Recruitment and use of children: This includes not just children who have been combatants but also children used as fighters, cooks, porters, spies, or for sexual purposes. Assault and battery Deliberate deprivation (of food, water, and other goods or services necessary for survival)
Threats to freedom...	Forced disappearance Arbitrary / illegal arrest and/or detention Threats and intimidation Restrictions on freedom of movement (including forced displacement) Forced labor or recruitment
Threats to property	Theft, extortion (for example, illegal taxation) Looting

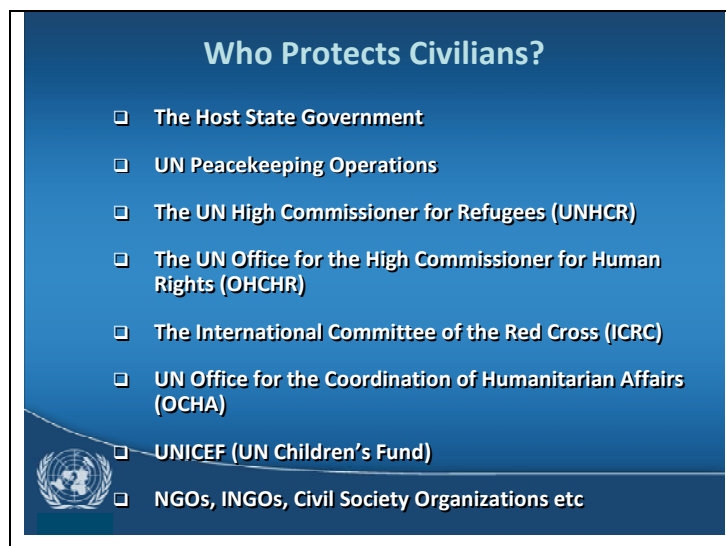
-  **Notes to Instructor:** The repeated failure to protect civilians from even small scale attacks can result in a loss of legitimacy in the eyes of local populations and the international community.
-  Violent threats against civilians can take the form of incidents against individuals to widespread, systematic attacks against whole groups or communities.
-  All of the types of violence listed in Chart 1.1 can be either opportunistic OR strategic. The difference lies not in the TYPE of violence, but the INTENT behind it and therefore the reasoning behind the choice of target. (For example, rape might take place simply because a perpetrator encounters a woman in an isolated area and perceives an OPPORTUNITY to commit the crime OR rape can result from deliberate planning as part of a greater strategy to harm, humiliate or ethnically cleanse a community.)
-  Responsibility for the protection of civilians from these violent threats rests first and foremost with host governments and host state security institutions.
-  UN Peacekeeping Operations do not have the resources to address all incidents of violence however peacekeepers operating with a POC mandate are authorized to protect civilians from both large and small scale attacks, including sexual violence, if it is deemed to be within their capabilities.




## 5. WHO PROVIDES PROTECTION TO CIVILIANS (AND WHERE DO PEACEKEEPERS FIT)?





Slide 11





Slide 12

 **Notes to instructor:** The primary role of the host state government is also embedded in the standard mandate language associated with Protection of Civilians mandates.

 The different TYPES of protection afforded by these institutions will be discussed in Module 3 (three “tiers” of protection).

 *Coordination amongst these actors—particularly between the political and military actors and the UN and independent humanitarian actors— can be challenging.*


 *The composition of joint assessment teams should include representatives from a broad range of mission units – human rights and other civilian, police and military units – as well as UN Country Team representatives, wherever possible.*

 The Host State Government always has the primary responsibility for protecting civilians within its borders. This protection should emanate from the full range of state security (military, police, and gendarmerie) and judicial structures. Other organizations that have been mandated by the international community to provide supplementary protection in support of host government protection responsibilities, include:

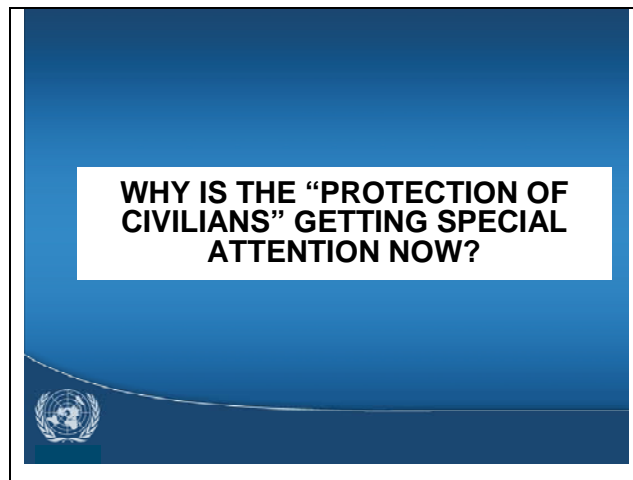
- **UN Peacekeepers** under POC mandates are authorized by the UN Security Council to support or supplement the protection efforts of host-state institutions in cases where international peace and security is deemed to be at risk.
- **UNHCR (UN High Commissioner for Refugees)** staff work in urban areas, host communities and refugee or IDP sites. They attempt to promote or provide legal and physical protection, and minimize the threat of violence to displaced people. They also seek to provide at least a minimum of shelter, food, water and medical care in the immediate aftermath of any refugee exodus.
- **OHCHR (Office for the High Commissioner for Human Rights)** is engaged in monitoring human rights situations on the ground and implementing projects, such as technical trainings and support in the areas of administration of justice, legislative reform, human rights treaty ratification, and human rights education.
- **ICRC (International Committee of the Red Cross)** is the guardian of International Humanitarian Law. The mission of the ICRC is to “...protect the lives and dignity of victims of armed conflict and other situations of violence and to provide them with assistance. The ICRC also endeavors to prevent suffering

by promoting and strengthening humanitarian law and universal humanitarian principles ...” (ICRC Protection Policy, p. 1)

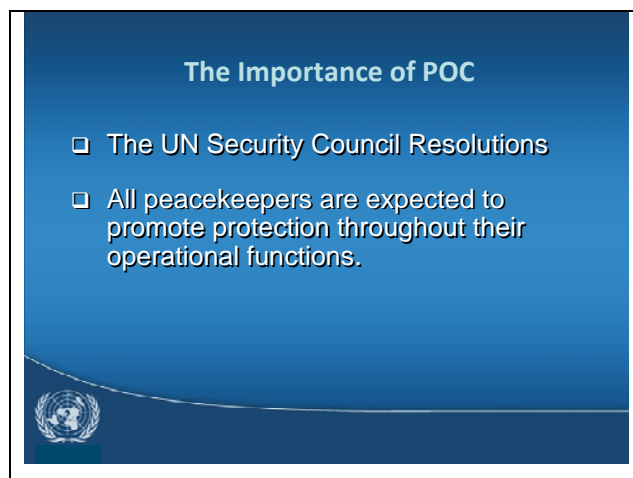
- **UNOCHA (UN Office for the Coordination of Humanitarian Affairs)** mobilizes and coordinates humanitarian action in partnership with national and international actors in order to alleviate human suffering in disasters and emergencies, advocate for the rights of people in need, promote preparedness and prevention, and facilitate sustainable solutions.
- **UNICEF (UN Children’s Fund)** engages in Child Protection activities, preventing and responding to violence, exploitation and abuse. They monitor and report on IHL and human rights violations perpetrated against children in conflict.
- Many non-state actors are also involved in the provision of protection related services (humanitarian assistance) the monitoring and reporting of human rights abuses (human rights monitors and advocacy organizations) and the rehabilitation and reform of judicial institutions. These are typically referred to as non-governmental organizations (**NGOs**) international non-governmental organizations (**INGOs**) and other **civil society organizations**.

 **Note to instructor:** *Monitoring the political, security, human rights and humanitarian situation is a core function in all peace operations and should be the basis for development of mission protection of civilians strategies. It is critical that the mission seeks out information from diverse sources, and, in particular, that local social and political dynamics are taken into consideration (e.g. special efforts must be made to ensure that women, youth, minority ethnic, and religious and political groups are consulted.*

## 6. THE IMPORTANCE OF POC



Slide 13



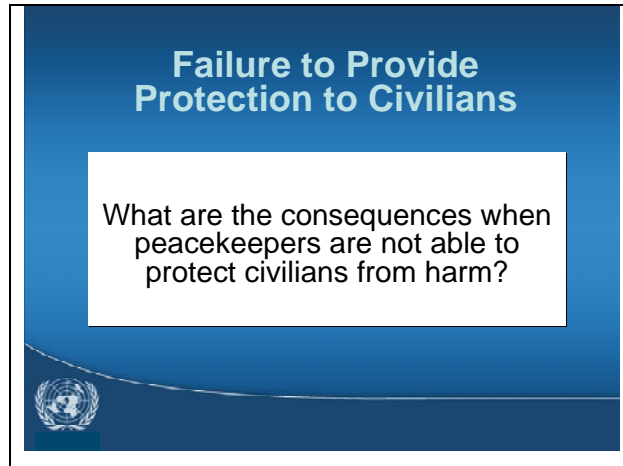
Slide 14

- The UN Security Council has now given explicit direction to heads of mission to “prioritize the protection activities in its decisions about the use of capacities and resources” (Draft Strategic Framework, S/RES/1674, and S/RES/1894) and ensure a coordinated response and this requires a common understanding of what “protection” means and what the UN Security Council and Secretariat expect peacekeepers to deliver.
- The UN Security Council has also articulated the link between sexual violence and the restoration of peace and security, which require protection actors, including peacekeepers, to respond to sexual violence with as much determination as they

would to any other atrocity, and with specifically designed tasks and tactics to deal with the specific nature and consequences of this type of violence.

- 🗨️ All peacekeepers – whether civilian, military or police – are expected to promote protection throughout their operational functions. However civilian, military and police components have tended to work in a compartmented fashion. There is a need for all components of a mission to work and plan together in order to deliver effective, protection.



## 7. FAILURE TO PROVIDE PROTECTION TO CIVILIANS







Slide 15

- 🗨️ In addition to the human cost, the failure to protect has political and institutional consequences as well.


- 👉 **Notes to Instructor:** Address the following question to the full group; what are the consequences to the mission when peacekeepers are not able to protect civilians from harm?
- 👉 Select two or three participants to answer out loud before providing them with the answer.
- 👉 **ANSWER: Loss of legitimacy**


-  *“...Missions rely upon their legitimacy with the local civilian population and external observers alike to help build peace and maintain political momentum behind the peace process. Moreover, wherever peacekeepers deploy they raise expectations among the local population – and among those who view missions from afar – that the reason for their presence is to support people at risk.” (OCHA/DPKO Study, p.22) The failure to protect civilians from violence can result in the loss of legitimacy of the peacekeepers in the eyes of the local population and therefore the ability of the PKO to achieve the mission’s mandate.*
-  *Failure to protect results in the overall legitimacy of the UN as an institution able to credibly address threats to international peace and security.*
- “Peacekeeping missions are among the most high-profile manifestations of UN action and their conduct has implications for the organization as a whole. The inability of peacekeeping missions to address violence against civilians ... has damaged the standing of the United Nations and threatened to discredit the practice of peacekeeping in general.” (OCHA/DPKO Study, p.24).*


## 8. SUMMARY OF KEY MESSAGES


-  **Note to Instructor:** *Outline the main points that have been covered during the session.*
-  While banditry and a lack of rule-of-law do make civilians more vulnerable, increasingly civilians have become the deliberate target of violence and not just the accidental victims in contexts of armed conflict or political violence.
-  Perpetrators of violence can include bandits, members of informal armed groups (militia, rebels, etc.) or the security forces of the host state or of foreign, invading states.
-  There are two broad types of reasoning behind violence.

- Violations targeted on the basis of **opportunity** (Indiscriminate violence resulting from the lack of law and order that is prevalent in conflict, and early post conflict situations).
- Violence targeted at specific individuals or communities to further the **strategic aims** of the perpetrators.

 POC as it relates to peacekeeping (as opposed to POC writ large) is framed in the Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations. The Operational Concept makes reference to three broad approaches to POC: **rights based approach, stabilization and peace building as durable forms of protection, physical protection from harm.**

 The threats facing civilians include large scale attacks on communities that affect many people **and** individual violations. Peacekeepers are mandated to protect civilians from all types of violence.

 All peacekeepers – whether civilian, military or police – are expected to promote protection throughout their operational functions.

 Failure to protect will cause civilians to lose trust in the peacekeepers and will lead to a loss of legitimacy for the peacekeeping mission as a whole.