

United Nations
Department of Peace Operations
Division of Policy, Evaluation and Training
Integrated Training Service



Comprehensive Protection of Civilians for UN Police

United Nations Security Council Resolution

UN Peacekeeping Training Material

CARANA

Scenario Base Exercise



Security Council

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GENERAL
S/RES/2300 (20XX)
22 M+3 20XX

RESOLUTION 1544 (20XX)

Adopted by the Security Council at its 8000th meeting on 22 M+3 20XX

The Security Council,

Reaffirming its strong commitment to the sovereignty, unity and territorial integrity of Carana,

Expressing its utmost concerns at the dire consequences of the prolonged conflict for the civilian population throughout Carana, in particular the increase in the number of refugees and internally displaced persons (IDPs),

Deploring all violations of human rights, particularly atrocities against the civilian populations, including acts of sexual violence, in Carana, and recalling its resolutions 1325 (2000), 1820 (2008), 1888 (2009) and 1889 (2009) on women, peace and security, its resolutions 1612 (2005) and 1882 (2009) on children and armed conflict and its resolution 1674 (2006) and 1894 (2009) on the protection of civilians in armed conflicts,

Commending the efforts of, and reiterating its full support for, the Continent Regional Coalition, the United Nations Secretary-General, and the leaders of the region to promote peace and stability in Carana,

Welcoming the swift action by the French forces, at the request of the authorities of Carana, to assist the restoration of Carana's integrity,

Stressing the need to restore democratic governance, and constitutional order, including through the holding of free, fair, transparent and inclusive elections,

Deploring all violations of human rights, particularly against the civilian population, and urging the new Carana Government of National Reconciliation to take all necessary measures to put an end to impunity and to ensure the continued promotion and protection of human rights, and the upholding of the rule of law.

Remaining seriously concerned over the significant humanitarian crisis in the region and over the insecurity that hinders humanitarian access, exacerbated by the presence of landmines as well as the continued proliferation of weapons,

Emphasizing the need for all parties to safeguard the welfare and security of humanitarian workers and United Nations personnel in accordance with applicable rules and principles of international law,

Mindful of the need for accountability for violations of international humanitarian law and urging the Carana Government of National Reconciliation to ensure that the protection of human rights and the establishment of a state based on the rule of law and of an independent judiciary are among its highest priorities,

Taking note of the Peace Agreement reached by some of the key parties on 31 May xxxx and *urging* all parties to work without delay towards a broad political consensus on the nature and duration of the political transition,

Welcoming the human rights commitments contained in that Agreement,

Stressing the urgent need for substantial humanitarian assistance to the Carana population,

Reaffirming that the primary responsibility for implementing the Kalari Peace Agreement and the ceasefire agreement rests with the parties, and urging the parties to move forward with implementation of these agreements immediately in order to ensure the peaceful formation of a new Government of National Reconciliation.

Taking note of the listing of Combattants Indépendants du Sud Carana (CISC) and *reiterating its readiness* to sanction further individuals, groups, undertakings and entities in accordance with the established listing criteria,

Noting that lasting stability in Carana will depend on peace in the sub-region, and emphasising the importance of cooperation among the countries of the sub-region to this end, as well as the need for coordination of United Nations efforts to contribute to the consolidation of peace and security in the sub-region,

Expressing its continued concern over the serious threats posed by transnational crime in the region, and its increasing links, in some cases, with terrorism and *strongly condemning* the incidents of kidnapping and hostage-taking with the aim of raising funds or gaining political concessions,

Determining that the situation in Carana continues to constitute a threat to international peace and security in the region, to stability in the 8th Continent sub-region, and to the peace process for Carana,

Commending the Continent Regional Coalition, as well as the Secretary-General, for their intensive efforts to solve the crisis in Carana, and *encourages* maintaining coordination in support of the stabilization of the situation in Carana, including the national political dialogue and electoral process,

Welcoming the deployment of the CRCAC to assist in overseeing and verifying the ceasefire,

Acting under Chapter VII of the Charter of the United Nations,

1. *Welcomes* the measures to restore order and national unity in Carana, including the adoption of the Kalari Peace Agreement;
2. *Requests* the Secretary-General, in close coordination with the CRC, to support all dimensions of the Kalari Peace Agreement, with a view to its swift implementation;
3. *Urges* the Government of National Reconciliation in Carana to hold free, fair, transparent and inclusive elections as soon as technically possible, stresses the importance of ensuring an environment conducive to the holding of elections;
4. *Decides* to establish the United Nations Assistance Mission to Carana (UNAC), *further decides* that the authority be transferred from CRCAC to UNAC on 1 M + 3 2016 at which point UNAC shall commence the implementation of its mandate as defined in paragraph 7 below, for an initial period of 12 months and *requests* the Secretary-General to include in UNAC, in close coordination with CRC, CRCAC military personnel appropriate to United Nations standards;
5. *Requests* the Secretary-General to appoint expeditiously a Special Representative for Carana to direct the operations of UNAC and coordinate all United Nations activities in Carana;
6. *Decides* that UNAC will consist of up to 6,800 United Nations military personnel, including up to 200 military observers and 160 staff officers, up to 1250 police personnel, including formed police units, and up to 200 corrections officers, to assist in the maintenance of law and order throughout Carana, and the appropriate civilian component;
7. *Decides* that UNAC shall have the following mandate:

Support for the implementation of the Kalari Peace Agreement:

- (a) To assist the Government of National Reconciliation of Carana to implement swiftly the provisions of the Kalari Peace Agreement towards the restoration of constitutional order, democratic governance and national unity in Carana;
- (b) To exercise good offices, confidence-building and facilitation at the national and local levels, in order to anticipate, prevent, mitigate and resolve conflict;
- (c) To observe and monitor the implementation of the peace agreement and investigate violations of the ceasefire;
- (d) To establish and maintain continuous liaison with the field headquarters of all parties military forces;
- (e) To develop, as soon as possible, preferably within 30 days of the adoption of the resolution, in cooperation with relevant international financial institutions, international development organizations, and donor nations, and within the SSR/DDR

National Commission, an action plan for the overall implementation of a voluntary disarmament, demobilization, reintegration and repatriation (DDRR) programme for all armed parties; as well as a national vision for the future security sector of the country, , with particular attention to the special needs of child combatants and women; and addressing the inclusion of non-Carana combatants;

- (f) To carry out voluntary disarmament and to collect and destroy weapons and ammunition as part of an organized DDRR programme;
- (g) To provide security to the highest priority locations within capabilities and areas of deployment;

Protection of Civilians:

- (h) To ensure the effective protection of civilians, including humanitarian personnel and human rights defenders, under imminent threat of physical violence, in particular violence emanating from any of the parties engaged in the conflict;
- (i) To ensure the protection of United Nations personnel, facilities, installations and equipment;
- (j) To support the efforts of the Carana Government of National Reconciliation (GNR) to ensure the protection of civilians from violations of international humanitarian law and human rights abuses, including all forms of sexual and gender-based violence;

Support for Humanitarian and Human Rights Assistance:

- (k) To facilitate the provision of humanitarian assistance, including by helping to establish the necessary security conditions;
- (l) To monitor the human rights situation, to contribute towards international efforts to protect and promote human rights in Carana and to fight impunity, with particular attention to vulnerable groups including refugees, returning refugees and IDPs, abductees, women, children and demobilised child soldiers, as well as provide human rights technical assistance as needed in close cooperation with other United Nations agencies, related organizations, government organizations and non-governmental organizations;

Support to Security sector reform:

- (m) To assist the Carana Government of National Reconciliation (GNR) in the process of developing and implementing, as soon

as possible and in close coordination with bilateral and multilateral partners, a national vision followed by a national strategy on Security Sector Reform (SSR), with a view to strengthening national authorities in creating an effective and accountable security sector, able to provide security for the State and its peoples, without discrimination and with full respect for human rights and the rule of law,

- (n) To assist the Carana Government of National Reconciliation (GNR) in monitoring, and transforming the internal security forces of Carana, in accordance with international standards ;
- (o) To assist the Carana Government of National Reconciliation (GNR) in the formation of new representative and republican Carana military forces;
- (p) Coordinate international SSR efforts with all partners, including the European Union;

Support for Implementation of the Peace Process:

- (q) To assist the Carana Government of National Reconciliation (GNR) in conjunction with other international partners, in the reestablishment of national authority throughout the country, including the establishment of a functioning administrative structure at both national and local level;
 - (r) To assist the new Carana Government of National Reconciliation (GNR) in preparing for national elections scheduled for no later than end 20xx;
 - (s) To assist the Carana Government of National Reconciliation (GNR) conjunction with other international partners in developing a strategy to consolidate governmental institutions, including a national legal framework and judicial and correctional institutions;
8. *Demands* that all the parties cease hostilities throughout Carana and fulfill their obligations under the Kalari Peace Agreement;
 9. *Reiterates* its demand that all States in the region cease military support for armed groups in neighbouring countries, take action to prevent armed individuals and groups from using their territory to prepare and commit attacks on neighbouring countries and refrain from any actions that might contribute to further destabilisation of the situation in the region, and declares its readiness to consider, if necessary, ways of promoting compliance with this demand;

10. *Authorizes* UNAC to use all necessary means, within the limits of its capabilities and areas of deployment, to carry out its mandate as set out in paragraph 7 and *requests* UNAC's civilian and military components to coordinate their work with the aim of supporting the tasks outlined in paragraph 7 above;
11. *Authorizes* French troops, within the limits of their capacities and areas of deployment, to use all necessary means, from the commencement of the activities of UNAC until the end of UNAC's mandate as authorized in this resolution, to intervene in support of elements of UNAC when under imminent and serious threat upon the request of the Secretary-General, further requests France to report to the Council on the implementation of this mandate in Carana and to coordinate reporting with the reporting by the Secretary-General referred to in paragraph 24 below and decides to review this mandate within six months after its commencement;
12. *Encourages* UNAC within its capabilities and areas of deployment, to support the voluntary, safe and dignified return of refugees and IDPs;
13. *Calls upon* all parties to ensure, in accordance with relevant provisions of international law, the full, safe and unhindered access of relief personnel to all those in need and delivery of humanitarian assistance, in particular to IDPs and refugees.
14. *Recognizes* the importance of the protection of children in armed conflict, in accordance with its resolution 1379 (2004) and related resolutions;
15. *Demands* that all parties cease all use of child soldiers, that all parties cease all human rights violations and atrocities against the Caranan population, and stresses the need to bring to justice those responsible;
16. *Requests* the Secretary-General to ensure full compliance of UNAC with the United Nations zero-tolerance policy on sexual exploitation and abuses and to keep the Council fully informed if such cases of misconduct occur;
17. *Reaffirms* the importance of a gender perspective in peacekeeping operations and post-conflict peace-building in accordance with resolution 1325 (2000) and in particular women's rights under the Constitution to fully participate in the political, economic and social spheres of Caranan life, recalls the need to address violence against women and girls as a tool of warfare, and encourages UNAC as well as the Caranan parties to actively address these issues;
18. *Calls on* the international community to consider how it might help future economic development aimed at achieving long-term stability in Carana and improving the welfare of its people;
19. *Stresses* the need for an effective public information capacity, including the establishment as necessary of a United Nations radio station to

promote understanding of the peace process and the role of UNAC among local communities and the parties;

20. *Calls on* the parties to engage for the purpose of addressing the question of DDRR on an urgent basis and urges the parties, in particular the Carana Government of National Reconciliation (GNR), and rebel groups MPC and CISC, to work closely with UNAC, relevant assistance organizations, and donor nations, in the implementation of a DDRR programme;
21. *Requests* the Carana Government of National Reconciliation to conclude a status-of-forces agreement with the Secretary-General within 30 days of adoption of this resolution, and notes that pending the conclusion of such an agreement the model status-of force agreement dated 9 October 1993 (A/45/594) shall apply provisionally;
22. *Calls upon* all parties to co-operate fully in the deployment and operations of UNAC, including through ensuring the safety, security, and freedom of movement of United Nations personnel, together with associated personnel, throughout Carana;
23. *Call on* the international donor community to provide assistance for the implementation of a DDRR programme, and sustained international assistance to the peace process, and to contribute to consolidated humanitarian appeals;
24. *Requests* the Secretary-General to keep the Council regularly informed of the situation in Carana and the implementation of the mandate of UNAC, to report to the Council within 45 days of the adoption of this resolution and then every three months on the security situation, the priority political elements, relevant information on the progress, promotion and protection of human rights and international humanitarian law as well as a review of troop level, force generation and deployment of all UNAC constituent elements;
25. *Decides* to remain actively seized of the matter.



Comprehensive Protection of Civilians for UN Police

UNAC POC Strategy

UN Peacekeeping Training Material

CARANA

Scenario Base Exercise

United Nations

United Nations Assistance Mission to Carana

Strategy

Protection of Civilians

Approved by: Jane You, SRSG, UNAC

Effective date: 15 May 2017

Contact: Senior Protection of Civilians Advisor

Review date: 15 January 2018

UNAC Protection of Civilians Strategy

Introduction

1. Protection of Civilians is an integral part of the mandate of UNAC set forth in Security Council Resolution 214X (201X). In addition to that, Protection of Civilians (PoC) is a key contribution when establishing a secure and stable environment, one of the core functions for United Nations Peacekeeping. Although the government of Carana bears the primary responsibility to protect civilians within its territory, UNAC is mandated by the Security Council to

- protect civilians,
- monitor and investigate human rights violations,
- create the conditions imperative for the delivery of humanitarian assistance and
- support the implementation of the Kalari Peace Agreement.

Out of these mandated tasks PoC is to be prioritised as by SCR 214X.

2. As by SCR 1894 (2009) all missions with a PoC mandate are requested to develop comprehensive PoC strategies. The aim of this strategy is to ensure a coherent and coordinated approach to the implementation of UNAC's PoC mandate as it is provided in SCR 214X (201X). As such, this document provides strategic direction to all relevant components of UNAC. It will inform these components that PoC must be prioritised in allocating UNAC's capacity and resources. Prioritization will be decided by the mission leadership under the direct guidance and direction of the SRSG as part of her overall authority for the activities of the United Nations in the mission area.
3. The protection of civilians in the context of United Nations peacekeeping is defined as all necessary actions, including the use of up to and including lethal force, aimed at preventing, pre-empting, or responding to physical violence or threats of physical violence against civilians.
4. This document focuses on the strategic level and hence does not provide specific operational plans and guidance, which will need to be developed on the basis of this strategy to address specific protection of civilians challenges. Mission components, divisions and sections may choose to develop more specific guidance and directives on PoC relevant to their actions, but remaining within the overall strategy set within this document.

Context

5. The country is experiencing severe changes since the signing of the Kalari Peace Agreement. Even though the intensity of the conflict was decreased significantly through the signing of the peace agreement, both, the northern and the southern regions in Carana have noticed a surge of activities not in accordance with the treaty.
6. Mouvement Patriotique de Carana (MPC) operations in the west have remained to be low level but increased in number progressively tying down the Caran Defence Force, leaving it with weak capability in the south of the country in Leppko province, and creating an opportunity for elements of the predominantly Muslim Tatsi minority to attack government institutions.
7. Initially this amounted to little more than a few localised incidents but it quickly escalated into more radicalised activities including particularly brutal reprisals against ethnic Caran civilians. Realising that the government could do little against them, a number of these small rebel groups united and called themselves Combattants Indépendants du Sud Carana (CISC).
8. As a consequence, the members of the civilian population who were affected by the surging activities of the MPC and the CISC faced situations which led to leaving their homes, creating a tense situation with regards to refugees and internally displaced persons (IDP). Roughly 100,000 refugees scattered amongst camps in the neighbouring countries of Sumora, Katasi and Rimoso. Camps with a similar number of IDPs have emerged mainly in the east of Carana, creating a challenge to the mission under the PoC mandate.
9. UNAC has to anticipate that the host government will continue to fail to provide proper protection to civilians, failing to assume its primary responsibility. All parties to the conflict are expected to engage into violations of international humanitarian and human rights law to varying degrees.
10. Such violations may include illegal arrest and detention, extra-judicial killings, targeted killings, forced and under-age recruitment, physical and sexual abuse and violence, looting, destruction of property, forced displacement, illegal occupancy of property as well as attacks on schools and hospitals. Lack of access to education, healthcare and other basic services will add to civilians' vulnerability and those who are affected by the conflict.

Main threats to civilians

11. The mission is called to focus its attention on threats of physical violence. This includes violence against communities and groups of civilians as well as gender-based violence, extra-judicial killings, forced recruitment and other actions which threaten the lives of physical integrity of civilians in the mission area.
12. The general breakdown of the rule of law, not limited to areas of conflict, strains the already weak and overburdened civil administration and jurisprudence. The impact created thereby will not only affect IDPs but non-displaced populations as well.

Overall objective

13. Civilians, particularly IDPs, are protected from threats of physical violence, irrespective of the source or nature of such violence and within the resources and capabilities of UNAC. Women and children are afforded specific protection, as are other groups in a vulnerable position. Violence against civilians is deterred, especially where and when the host government is not able or willing to provide such protection.

Scope

14. PoC is the primary cross-cutting task in the mandate of UNAC. SCR 214X reads:

7. Decides that UNAC shall have the following mandate:

[...]

Protection of Civilians:

(h) To ensure the effective protection of civilians, including humanitarian personnel and human rights defenders, under imminent threat of physical violence, in particular violence emanating from any of the parties engaged in the conflict;

(i) To ensure the protection of United Nations personnel, facilities, installations and equipment;

(j) To support the efforts of the Carana Government of National Reconciliation (GNR) to ensure the protection of civilians from violations of international humanitarian law and human rights abuses, including all forms of sexual and gender-based violence;

[...]

10. Authorizes UNAC to use all necessary means, within the limits of its capabilities and areas of deployment, to carry out its mandate as set out in paragraph 7 and requests UNAC's civilian and military components to coordinate their work with the aim of supporting the tasks outlined in paragraph 7 above;

15. PoC is a whole-of-mission- responsibility that is mainstreamed across the mission. The strategy is applicable to all mission components.
16. PoC requires close coordination with the UNCT and humanitarian actors (notably through the HCT and Protection Cluster as relevant) as well as coordination and dialogue with the national authorities. And the armed opposition. The scope of this strategy does not include the actions of humanitarian actors, however UN agencies and NGOs have been consulted during the development process.

Timeframe

17. The expected timeframe for the UNAC PoC strategy is through 15 May 2018.

Objectives, activities and indicators of progress

18. The DPO Operational Concept on PoC provides the conceptual framework for the implementation of protection mandates by UN peacekeeping operations. It is based around the three tiers of action:
 1. protection through political process;
 2. providing protection from physical violence;
 3. establishing a protective environment.
19. Under *tier one*, the mission will support the implementation of the Kalari Peace Agreement. The mission will continue to advocate for full compliance by all parties to the conflict with their obligations under international humanitarian and human rights law and for the inclusion of protection and accountability provisions in any political agreement. In addition the mission will undertake conflict mitigation activities,

addressing inter-communal reconciliation and mitigation and prevention through dialogue.

20. In *tier two*, the mission will follow a cycle of first attempting prevention and mitigation of threats to civilians through tier one activities. Further the mission will target vulnerable and susceptible areas for high visibility patrolling activities, with persistent presence reinforced through aviation patrols. Patrols should have defined purposes such as information gathering or to prove a route. This includes in particular:
 - information gathering and analysis of threats and vulnerabilities of civilians, patterns of community violence, coping strategies
 - effective and meaningful engagement with the affected communities
 - detecting potential or ongoing conflict-related sexual violence and responding with respective actors
 - enabling the delivery of humanitarian assistance and freedom of movement
21. If this fails, UNAC will act independently and impartially to protect civilians under threat of physical violence, including, if necessary, through the use of force up to and including lethal force. The mission will focus on protective presence at camps, sites or other concentrations points of IDPs or other civilians under threat of physical violence whether in urban or rural communities.
22. Under *tier three*, the mission must focus on the creation of a secure environment that would allow displaced persons to achieve the durable solution of their choice, including voluntary movement, such as return to their communities. In this regard the mission will continue its advocacy and monitoring of the adherence of the rule of law as well as performance of the police services and other rule of law institutions. Performance of these institutions serves as a barometer for the overall stability and security of the environment.
23. UNAC will further foster the return of IDPs and refugees. This will require engagement with representatives from all relevant communities. Presence of UNPOL will enhance the trust and confidence or returning IDPs.
24. Activities under tiers 1 to 3 are not necessarily taken in a sequential manner.

Analysis of resources and capacities

25. According to resolution 214X UNAC should use all necessary means within its capability and areas of deployment. In its resolution the SC emphasised the priority which is to be assigned to PoC. UNAC should therefore ensure, that all available resources and capabilities are used to protect civilians, especially in situations where this priority competes with other elements of the mandate.

26. In addition, the mission faces critical gaps in the resources and capabilities that can significantly undermine its ability to protect civilians. The main constraints are:

- The current shortfall of the number of deployed troops due to the ongoing, yet stagnating process of force generation.
- Insufficient logistical assets to transport and support deployed troops.
- Restriction of movement of civilian staff outside of UNAC bases.
- Limited time on the ground during military and civilian patrols and due to the limited availability of air assets.

Training

27. The SC recognized in SCR 1894 the importance of training on PoC for UN peacekeeping operations. The generic DPO training modules on PoC were adapted by the UNAC IMTC for the Carana context. Additionally the updated STM on CRSV for military personnel may be used to specifically strengthen the capability of the military component and other relevant staff to protect from cases of CRSV in Carana.

Coordination Mechanisms

28. Coordination is vital to the implementation of the PoC related tasks.

- a. Within the mission
The PoC Working Group is the designated structure for coordination within the mission. It brings together all components relevant for achieving the overall PoC mandate. Mission Leadership Team and Senior Management Group are additional fora in which daily operational decisions related to the mission mandate and, therefore, also to PoC are taken.

b. With external actors

There are coordination mechanisms with the Government of National Reconciliation (GNR) relevant to PoC. In addition, there are liaison arrangements with the opposition forces in areas under their control.

Humanitarian actors also address a number of activities in this strategy, which causes a need for a tight coordination regime. Consultation and coordination with the Protection Cluster, the humanitarian actors' parallel organ to UNAC's PoC working group, is of particular importance. Relevant units and sections participate in the Protection Cluster and its sub-clusters. In return UNHCR and OCHA attend the PoC working group as representatives of the broader humanitarian community.

In order to address the situation involving the Combattants Indépendants du Sud Carana (CISC) specifically in Leppko region UNAC coordinates its actions and exchanges information with the French military Opération Intrépide.

Engagement with the local population is key to the successful implementation of the PoC mandate. UNAC bases should establish and uphold contact with the local community leaders, civil society actors, women's groups and the general local population. In doing so, local communities should be supported in their assessments of protection and existing or emerging threats. Efforts to gather information from the local contacts in an effort to establish early warning mechanisms should also be undertaken.

Roles and Responsibilities

29. A wide role of actors in the mission are involved in PoC

Senior Mission Leadership

The SRSG is overall responsible for the implementation of the UNAC mandate. Strategic direction is provided and decision-making takes place through the Mission Leadership Team and Senior Management Group. DSRSG/P and DSRSG/RC/HC are jointly responsible for coordinating the mission's PoC strategic approach. More specifically, the DSRSG/RC/HC ensures linkages on PoC between the mission and the Humanitarian Country Team and the Protection Cluster.

The Force Commander exercises UN operational control over personnel and contingents assigned by Member States to UNAC.

Likewise, the Police Commissioner exercises operational control over and provides direction to all members of the police component, including the use of force by Formed Police Units (FPUs).

The Head of HRD is responsible for keeping the mission leadership updated with regard to human rights development and trends and advises the SRSG and other Mission Leaders on preventive strategies and responses, in liaison with OHCHR

Military Component

The military component's principal role relates to the physical protection part of the UNAC PoC strategy (tier 2), including robust and pro-active patrolling in locations where civilians vulnerable and under threat. Responsibilities and activities will be met by the military component through this strategy and the Rules of Engagement (RoE). Units which conduct patrols will enhance the situational awareness through interaction with the local population conducting dismounted patrols and leadership engagement to better identify areas where there are protection challenges. In addition to this strategy, more detailed operational directives on PoC will be sent out by the Force Commander to the UNAC military component troops.

Police Component

UNAC Police components principal role in PoC relates to both tiers 2 and 3. UNPOL have the primary responsibility on UNAC premises and response to incidents therein. Further UNPOL have a tier 3 PoC role to foster a secure environment for eventual safe and voluntary return of IDPs and refugees, in particular through the active monitoring and advocacy of Carana National Police and gendarmerie.

Civilian Components

As a whole-of-mission responsibility, the majority of the mission's civilian components, divisions, sections and units have a clear role to play in PoC. Each component, division, section and unit should be aware of its activities which contribute to the mission's overall implementation of the protection of civilians mandate through this strategy. Heads of Divisions/Sections should designate a PoC Focal Point to follow the coordination of PoC across the mission. The civilian component will be involved not only in conflict mitigation under tier one, but will also have significant roles in creating a secure environment through advocacy, monitoring and programme implementation.

PoC Advisor

The responsibility for PoC has been mainstreamed throughout the mission and therefore is not functionally located in any one component or section. The Protection Unit comprises a team whose role is to provide advice on the overall implementation of the mission's PoC mandate, supporting mission leadership in ensuring that PoC concerns are appropriately mainstreamed and leading in the development of mission policy.

Public Information

30. Public information – through media, advocacy and outreach – is therefore critical for explaining to all stakeholders (in particular the local population) the protection of civilians mandate on UNAC and managing the expectations of what the mission can realistically achieve in this task.
31. Public information is also a useful tool to remind the MPC and other armed groups about their responsibilities to ensure the protection of civilians. Outreach activities are an essential part of the communication strategy to work with the local community, traditional chiefs and religious leaders. Media monitoring, including social media and networks, will provide a tool to assess public opinion.

Monitoring and reporting

32. Measuring progress related to PoC is extremely challenging. Development in indicators such as civilian casualty and other protection threat monitoring will help assess changes in the overall context. Useful monitoring will require a systematic approach. In order to use data collected to its full potential, it needs to be disaggregated by sex and age (SADD). It is of utmost importance for the mission to track its measures taken to address identified threats. Lessons learned exercises and after action reviews will also be used to evaluate and learn from the mission's response to specific PoC situations.
33. Regular situation reports and other reporting requirements provide an opportunity to follow the daily activities of the mission in relation to PoC. Specific reporting mechanisms such as MRM and MARA will receive prioritization as part of the mission's overall reporting scheme.

Operational Considerations

34. UNAC operates in a challenging environment. Threats to personnel and installations are ongoing and estimated to continue in the future.

Considering all its efforts with regard to the protection of civilians. UNAC's impartiality must be upheld at all times. Hence, UNAC will progress its consultation with the host state's government in accordance with its mandate. In its support to the government agencies which are actors of the security sector, due heed will be paid to the United Nations Human Rights Due Diligence Policy (HRDDP). Maintaining an impartial position, as well as the perception of impartiality with all parties to the conflict will require a mission-wide communication effort.

References

- UN Security Council resolutions 1674 (2006) and 1894 (2009) on the protection of civilians
- UN Security Council resolution 214X (201X) on Carana
- DPO/DOS Policy on Authority, Command and Control in United Nations Peacekeeping Operations, Ref. 2019.23 (2019)
- DPKO/DFS Operational Concept on the Protection of Civilians in UN Peacekeeping Operations (2010)
- DPKO/DFS Framework for Drafting Comprehensive PoC Strategies in UN Peacekeeping Operations
- DPKO/DFS Policy on Protection of Civilians in Peacekeeping Operations (2017)
- UNAC Mission Concept
- UNAC Military Strategic Concept of Operations (2016)
- UNAC Police Concept of Operations
- UNAC Rules of Engagement
- UNAC Directive on Detention, Searches and Use of Force for Individual Police Officers (IPOs) on Assignment with United Nations Assistance Mission in Carana (2017)
- UNAC Directive on Detention, Searches and Use of Force for Formed Police Units (FPU) on Assignment with United Nations Assistance Mission in Carana (2017)
- UNAC Early Warning and Early Response Strategy
- UNAC Early Warning and Early Response SOP
- United Nations Human Rights Due Diligence Policy (HRDDP)
- DPKO/OHCHR/DPS/DFS Policy on Human Rights in Peace Operations and Political Missions (2011)

Strategy of the United Nations on Mine Action 2013-2018

United Nations
Department of Peace Operations
Division of Policy, Evaluation and Training
Integrated Training Service



Comprehensive Protection of Civilians for UN Police

UNAC Head of Police Component Concept of Operations

UN Peacekeeping Training Material

CARANA

Scenario Base Exercise



UNITED NATIONS

CONCEPT OF OPERATIONS

FOR THE POLICE COMPONENT

IN

THE UNITED NATIONS ASSISTANCE IN CARANA

ISSUED BY:

**POLICE ADVISER & DIRECTOR OF POLICE DIVISION,
OFFICE OF RULE OF LAW & SECURITY INSTITUTIONS,
DEPARTMENT OF PEACE OPERATIONS**

DATE: XX. Month 2017

PART A:

1.0 References

- 1.1 Security Council Presidential Statement S/PRST/2016/16, Dated October 2016;
- 1.2 Security Council Resolution 1544 adopted on 22.11.2016;
- 1.3 The Ceasefire Agreement (CA) between some of the key parties of the Republic of Carana 19 October 2016;
- 1.4 Security General Report on Carana (S/2016/106), dated 14 September 2016;

2.0 Introduction

- 2.1 The State of Carana was founded in 1904 as a French colony. Since the French administration focused on the exploitation of the natural resources and accepted the tribal and religious structures of the country, as well as the role of local authority, the period between 1919 and 1951 was relatively calm and peaceful. The following period from 1951 to 1955 was characterised by rapidly evolving civil unrest based on the increasingly popular movement for national liberation.
- 2.2 From 1952, unrest and riots were frequent and developed into more organised actions and violence against the colonial power. In 1954, the French lost control of most of the country outside the capital and the main coastal cities. To retain a minimum level of control, they were forced to agree to certain forms of cooperation and to an autonomous State of Carana.
- 2.3 As a result of a long period of French colonial rule, a strong French influence on nearly all-cultural, social and economic aspects of the country is still visible, and in some areas still dominates. Important parts of the infrastructure, particularly the railway and road systems were built during the French colonial period and have not been improved until now. The architecture of the political/administrative system in Carana also reflects the strong French influence imposed over recent decades.
- 2.4 In 1955, the legal status of Carana changed from a French colony to a republic of the French community. In 1962, Carana gained independence. As a result of a long period of French colonial rule, a strong French influence on nearly all cultural, social and economic aspects of the country is still visible, and in some areas dominate. The architecture of the political/administrative system in Carana also reflects the strong French influence imposed over recent decades.
- 2.5 Since 1995, Ogavo's Government has expanded the influence of the central government in key areas, including industry and mining, interior security, finance through key appointments, and newly enacted laws and administrative rules. The replacement of all key government ministers with members of Ogavo's tribe, the Falin, has led to administrative and economic inefficiency and corruption. Since 1996, the previously developing economy has been in decline and regional humanitarian crises occur on a regular basis.
- 2.6 As a result of the economic situation and the discrimination of Kori and Tatsi by the Government, political opposition groups and rebel movements have evolved as underground movements since the late 1990s. The Government suppressed most of these groups. Military and gendarmerie have often used brutal force to suppress any attempt to challenge Ogavo's regime.
- 2.7 In 2000, smaller rebel movements in the Tereni province joined the larger and better organised rebel groups known as MPC (Mouvement Patriotique de

- Carana) and formed a well-structured and efficient military opposition. 2001-2002 saw an upsurge in violence with the MPC winning important victories against the Carana Defence Force (CDF) in some regions. The MPC has also become a popular movement among the local population in different parts of the country. In 2002, the CDF lost control of some areas in the western highlands. Though the MPC's military engagements were well coordinated and successfully executed, the rebels failed to formulate a comprehensive political program. The only clearly stated aim was to remove Ogavo from power.
- 2.8 Because of the strong commitment of the CDF in the west, small ethnic based rebel movements took their chances and attacked the government institutions in Leppko province. The uprising in the south was characterised by brutal violence against members of the ethnic group of the Falin and looting rebels. Some of these small rebel groups united and called themselves CISC (Combattants Indépendants du Sud Carana).
- 2.9 Apart from a period of stability, the country has experienced almost continuous internal conflict resulting civil war. Several peace and cease-fire agreements were concluded but none brought lasting and enduring peace. The root causes of the conflict lies in various elements such as religion, culture, ethnic diversity, colonial interventions, politico-economic exploitations, and inequitable sharing and utilization of national wealth.
- 2.10 A turning point in the history was the 19 October 2016, when some of the key parties signed the Ceasefire Agreement of the Republic of Carana.
- 2.11 The key parties reached a Political Agreement urging all parties to work without delay towards a broad political consensus on the nature and duration of a political transition.
- 2.12 On 20 October 2016, immediately after the signing of the ceasefire agreement, the UN Security Council, in a press statement pledged international aid, including the deployment of a peace support operation in the Republic of Carana. Acting under chapter VII of the Charter of the United Nations the Security Council decides to establish the United Nations Assistance Mission Carana (UNAC) for a period of 6 months and further decides that UNAC will consist of up to 6,800 United Nations military personnel, including up to 200 military observers and 160 staff officers, and up to 1250 UN police officers including Formed Police Units (FPUs) and an appropriate civilian component.
- 2.13 The United Nations Assistance in Carana (UNAC) was established by the Security Council on 22.11.2016 after it had determined that the situation in the country continued to constitute a threat to international peace and security. Acting on the recommendation of the Secretary-General under Chapter VII of the Charter of the United Nations, the Council decided that the task of UNAC would be:
- 2.13.1 to support implementation of the Ceasefire Agreement signed by the key parties;
 - 2.13.2 to protect United Nations' Staff, facilities and Civilians
 - 2.13.3 to support Humanitarian and Human Rights Assistance
 - 2.13.4 to support the security sector reform
 - 2.13.5 to support the implementation of the Peace Process
- 2.14 The UN Police CONOPS includes the roles of the Carana Police within the broad objective of contributing to the creation of an environment conducive to national reconciliation, harmony and lasting and sustainable peace and stability in Carana. It addresses the implementation of Carana Police mandate vis-à-vis advising on arrangements to ensure a peaceful environment for the election

security requirements in support of the Ceasefire Agreement implementation and the continued reform and restructure of the Carana Police Services.

3.0 UN Police Mandate

3.1 As stipulated under paragraph 7 of Security Council Resolution 1544 (2016), the UNAC Police Component is mandated:

3.1.1 Protection of Civilians:

3.1.1.1 To ensure the effective protection of civilians, including humanitarian personnel and human rights defenders, under imminent threat of physical violence, in particular violence emanating from any of the parties engaged in the conflict;

3.1.1.2 To ensure the protection of United Nations personnel, facilities, installations and equipment;

3.1.1.3 To support the efforts of the Carana Government of National Reconciliation (GNR) to ensure the protection of civilians from violations of international humanitarian law and human rights abuses, including all forms of sexual and gender-based violence;

3.1.2 Support for Humanitarian and Human Rights Assistance:

To monitor the human rights situation, to contribute towards international efforts to protect and promote human rights in Carana and to fight impunity, with particular attention to vulnerable groups including refugees, returning refugees and IDPs, abductees, women, children and demobilised child soldiers, as well as provide human rights technical assistance as needed in close cooperation with other United Nations agencies, related organizations, government organizations and non-governmental organizations;

3.1.3 Support for Security reform:

To assist the Carana Government of National Reconciliation (GNR) in monitoring and restructuring of the police force of Carana, consistent with democratic policing and international standards, to develop a civilian police training programme, and to otherwise assist in the training of civilian police in cooperation with interested organizations and interested States;

4.0 Situation

4.1 Carana is a country with a population of approximately fourteen million people (14,154,490) dispersed in an area of about 120 000 square miles with 300 km coastline. Carana has land boundaries of 1500 km with its neighbouring countries.

4.2 The conflict resulted in the context of having a large internally displaced population (approx. two million); diversion of national resources to fund the conflict; and, neglect of development initiatives. The CA was concluded on 19 October 2016 and established a six-year 'Interim Period' preceded by a six-month 'Pre-interim Period'. It lays the ground for national elections to be held in Carana scheduled no later than the end of 2017. The CA has been generally accepted and many are now looking forward to a peaceful and normal life.

4.3 International communities as well as bilateral and multi-lateral donors have continued to provide their committed contributions to support the implementation of the CA that will pave the way for a sustainable lasting peace and economic recovery.

- 4.4 The Carana law enforcement agencies are divided into the Carana National Police (CNP) and Gendarmerie. CNP are located in population centres and are controlled by the provincial administration. The Gendarmerie is part of the Ministry of Interior and maintains the police presence in rural areas and is responsible for border security. However, in recent years the Gendarmerie was used more often to suppress opposition political groups than for rural security or border control. In addition, CDF units often exercise police tasks, representing government power in the internal security role. For these reasons, the relationship between civil society and the police force is not very good, with many people being suspicious of the police. There is a crisis of credibility and impunity.
- 4.5 The estimated number for CNP and Gendarmerie officers amounts to 10,000 officers, or one officer for every 1,400 citizens. Very few of these are women. However, there is no clarity about the exact figure of national police, or even if those in police uniforms are certified police officers
- 4.6 Land and marine border policing, immigration, customs, port authority and other related sectors of internal security have ceased to function. In recent months, evidence of organised criminal activities, especially drug and human trafficking have come to light, in some cases involving collusion or active participation by law enforcement officials.
- 4.7 Crime rates particularly in population centres are high and there are numerous reports of abuses perpetrated by the law enforcement agencies. This inefficiency and erosion of professional standards has led to a widespread loss of credibility in the eyes of the population.
- 4.8 Police stations in the districts and regions are run down and in need of repair

5.0 Challenges to UN Police Operations

- 5.1 Lack of effective command and control, delays in decision making, frequent changes in the top leadership, lack of accessibility and a volatile security situation caused by tribal clashes and unhindered movement of armed groups, delay the reform process in the Carana.
- 5.2 The rebel groups continue to dominate the security concept in Carana, providing restricted space to the CNP and the Gendarmerie. Both police forces are very weak, being based along tribal lines and made up of mostly ex-combatants. Besides, acute lack of essential equipment and logistics, high level of illiteracy prevalent in the rank and file, especially amongst the women, continues to impede the development of CNP and Gendarmerie into a professional, responsive and community based Police service.
- 5.3 The Military mindset and attitude of the host state Police as an organisation to be feared by the community are major challenges encountered while dealing with the Police in Carana.
- 5.4 Lack of sustained and assured funding support adversely affects the development process.
- 5.5 Non availability of suitable trainees, lack of training venues, inadequate funding support and lack of basic infrastructure like Police stations, communication and transport, seriously impact the CNP and Gendarmerie from becoming fully operational.
- 5.6 Though the Police Act has been enacted, which gives the CNP and Gendarmerie legitimacy to act as the Police Service for Carana, various provisions under the Act are yet to be implemented, SOPs, Rules and Regulations yet to be formulated and disseminated to all the states. This

prevents the CNP and Gendarmerie from following even minimum standards of internationally acceptable Policing norms.

- 5.7 The tight control of the Government on the Police in Carana makes it challenging for UNAC Police to implement its mandate, especially outside Galasi.

6.0 Core Assumptions of UN Police Operations

- 6.1 The CA, which includes the principles of equitable power and resource sharing, will be achievable in practical terms and that the prevailing security situation will continue to be stable enough for the UNPOL to implement their mandate.
- 6.2 Cease-fire will continue to be respected and maintained by all parties.
- 6.3 The mission will be multidimensional and unified including coordinated rule of law support plans with other UN agencies to ensure unity of effort and avoidance of duplication.
- 6.4 Bi-lateral and multi-lateral support programs will be coordinated within a framework of sustained Reform & Restructuring strategic goals.
- 6.5 UNAC military component will continue to establish a peaceful and secure environment for the deployment of the civil component.
- 6.6 International community will continue its support and be committed to the achievement of the desired end state of lasting peace and stability in Carana.
- 6.7 Member states/Police Contributing Countries (PCC) will fully support and make adequate appropriate and timely contribution of resources and personnel to fulfil its mandated tasks.
- 6.8 Support from all stakeholders for corrections and judicial reforms would be forthcoming concurrently with that of Police reforms.
- 6.9 “Trust Fund” or other sustainable financial mechanism will be established to support quick impact projects (QIP’s) that will enhance the re-establishment of rule of law and promote the restoration and development of the criminal justice system (Police, Judiciary and Corrections). This will involve UNPOL component’s engagement with donor countries and other components of the mission.
- 6.10 Appropriate UN, International agencies and other stake holders will make available the necessary logistical and technical support so that UN Police will be able to play its role appropriately in advising, monitoring and the supervision of the host state Police in the transitional areas, and Carana in general during the upcoming elections.
- 6.11 Volatile and unstable situation in Carana will be resolved through political and diplomatic mechanisms.
- 6.12 UN Security Council will approve of the request for the strength of the deployment of UN Police in UNAC so that the projected programs can be fulfilled.
- 6.13 Neighbouring countries will respect Carana’s territorial integrity and sovereignty and continue to support efforts for the prevention of cross-border illegal activities (especially trafficking of persons, drugs, arms and ammunition and smuggling of goods) that could undermine economic, socio-political and internal security.
- 6.14 UNAC Police component will be provided the necessary administrative and technical support required for the implementation of its mandate.

7.0 Police Advisor's Strategic Intent

- 7.1 **Objective:** To provide guidance and coordination to the UNAC Police activities in the UNAC area of responsibility in making positive and visible improvements in the Police Service in Carana through co-location at strategic, operational and tactical levels, mentoring, training, capacity building, evaluation and optimum resource utilization.
- 7.2 **Method:** Through coordination with the hosts, donors and stakeholders to ensure balanced progress, coordinated approach and avoiding gaps or duplication of effort, and working in close coordination with all UNAC sections, the UNPOL, within the limits of its mandate, will:
- 7.2.1 Promote CNP and Gendarmerie orientation to democratic policing and its overall modernization through enhancing its appreciation and observation of human rights issues, promoting community involvement in ensuring public safety and security, and limiting its dependence on military interventions in law and order maintenance.
- 7.2.2 Enhance the capabilities of CNP and Gendarmerie to respond more effectively to the needs of the local community through a more responsive training and development curricula including robust basic training (including in the protection of civilians), intensified specialised training (including for forensic, CID-matters, border policing and control, airport security, immigration, formed police units, river and maritime Police, patrol units; and improving sustainability mechanisms (including training of trainers and promotion of personnel issues)
- 7.2.3 Assist the development and implementation of CNP and Gendarmerie programmes of gender awareness, mainstreaming and response through promoting women police officers in the police, including their induction, improving the work environment and identifying best practices in supporting gender issues at the organisational level; training and development in technical issues including gender and juvenile issues, SGBV and HIV and AIDS; and assisting in setting up response programmes like Special Protection/ Family Protection Units/Child Protection Units/Gender Units to focus on gender issues and
- 7.2.4 Towards the elections, provide pro-active advisory and supportive functions to CNP and Gendarmerie vis-à-vis training, advising, mentoring and dynamic co-location.
- 7.3 **End State**
Formation of professional, efficient, community oriented Police Services in Carana following democratic principles and capable of ensuring safety, security and protection of the common citizen of Carana

PART B:

8.0 Strategies of the UNAC Police:

- 8.1 In the implementation of its mandate, the UN Police will:
- 8.1.1 Assist in developing coordination mechanisms between policing and other law enforcement agencies and donors and other stakeholders to ensure a holistic, strategic approach to resource utilisation, capacity building and development and,

8.1.2 Assist the host-state policing and other law enforcement agencies elevate their awareness, acceptance and compliance of the principles of gender, human rights and protection of children, juveniles and vulnerable persons.

8.2 In respect to **Carana**, the UN Police will:

8.2.1 Assist in the restructuring and capacity development of human resource administration, training and development and resource management of the CNP and Gendarmerie;

8.2.2 Assist in the development and subsequent implementation of an approved Community Policing model by CNP in order to promote community policing activities throughout Carana,

8.2.3 Provide advanced training to CNP and Gendarmerie trainers to enable them to take over basic and specialised training in areas like border policing and control, airport security, formed Police units, river, maritime and railway police, patrol units;

8.2.4 Co-locate with the CNP and Gendarmerie at all levels to mentor and advise its service delivery to the community and

8.2.5 Assist CNP and Gendarmerie to develop short, medium and long term Strategic Development Plans to ensure sustainable improvement of its human and physical capacity and facilitate infrastructure and facilities development of the CNP and Gendarmerie.

9.0. Operational Directions for UNPOL:

Special training in gender and child protection will be imparted to the host state police officers to ensure professional handling of such cases. Efforts will be made to ensure staffing of the Special Protection Units/Family Protection Units in Carana by professionally trained officers, especially women.

9.1. UNPOL will be required to:

9.1.1. Develop a long-term Strategic Development Plan for overall development of capacity and infrastructure of the Police in coordination with the Police in Carana as well as with UNDP and the other international partners,

9.1.2. Develop and continuously update Contingency Planning for the events of the Carana Elections,

9.1.3. Develop suitable vetting mechanism in connection with CNP and Gendarmerie activities for profiling professional capabilities of rank and file of Carana Police personnel,

9.1.4. Encourage, facilitate, monitor and verify, implementation of the provisions of the CA relating to law enforcement by assessing the services provided by the host state police.

9.1.5. Support skills, capacity building and institutional development of the host state police through training (basic recruit training, training of trainers, FPU training, middle and senior management training, and specialized training), mentoring and pro-active co-location at various levels.

9.1.6. Design and introduce a Field Training Programme for CNP and Gendarmerie who have undergone basic training to impart essential practical knowledge and develop their professional skills through mentoring and monitoring.

- 9.1.7. Coordinate international support and other bilateral initiatives on skills enhancement, optimize resource utilization and ensure that all priority needs are effectively covered;
- 9.1.8. Promote essential infrastructure development through Quick Impact Projects (QIPs).
- 9.1.9. Work with partner agencies and local police to establish credible and sustainable community policing model(s) suitable for Carana to enhance community involvement, including IDPs, in promoting community safety and security.
- 9.1.10. Develop and implement a strategic, operational and tactical advisory co-location program in the CNP and Gendarmerie aimed at transferring skills, knowledge and improving management functions.
- 9.1.11. Assist in capacity building of host state Police in dealing with gender, children and vulnerable person protection issues with the aim to establish ten additional Special Protection/Family Protection Units in Carana through at least 200 additional trained women Police officers.
- 9.1.12. Ensure integration of human rights and gender mainstreaming in all UNAC Police activities.
- 9.1.13. Assist the host state Police in security planning and preparation for their role during national, state or local elections that will be held in Carana.
- 9.1.14. Develop strategies to collect, collate and analyze data from the field to create relevant information for evaluation of CNP and Gendarmerie performance through benchmarking system (Democratic Policing Index)
- 9.1.15. Develop an effective mechanism to evaluate the training imparted to the Police.
- 9.1.16. Assist in the CARANA DDRR, electoral processes in accordance with mutually defined UN Police role.
- 9.1.17. Perform additional duties as may be directed by the CARANA Police Commissioner in fulfilment of the mandate.

9.2. Specifically in terms of the **Elections**, UN Police will:

- 9.2.1. Enhance capabilities of host state Police to meet the security challenges during the different phases of the elections by imparting specialized training and developing advising and mentoring roles, including specialised training of 5000 personnel in election security, basic training of new entrants, refresher training of personnel trained in FPU duties, training of trainers, communication and emergency response training.
- 9.2.2. Maintain close coordination with host state Police in planning, conducting and monitoring joint training programs for security and elections,
- 9.2.3. Assist the electoral process through close coordination and cooperation with United Nations Integrated Referendum and Elections Division (UNIRED),
- 9.2.4. Consistent with national laws and in consultation with UNIRED, provide advice to the host state Police about election security aspects at all levels in order to assist a professional law enforcement approach to security, meeting basic international requirements.
- 9.2.5. Assist host state police in the development of organisation structures, SOPs and guidelines and reporting mechanism up to county level.

- 9.2.6. Facilitate development of a comprehensive strategic security plan (including contingencies) for UNPOL, in conjunction with UN Military and Local Stakeholders, and
- 9.2.7. Closely engage with UNDP, bilateral donors and other actors for support for other required and identified activities

10.0. Monitoring & Evaluation of UNPOL Mandate implementation

- 10.1. Impact of UNAC Police training, mentoring and advising of the CNP and Gendarmerie, will continue to be evaluated through periodic compilation of Strategic Evaluation Reports and evaluation of CNP and Gendarmerie performance.

11.0. Integration/ Coordination issues

11.1. With UNAC DDR

- 11.1.1. Support UNAC DDRR program implementation throughout Carana.
- 11.1.2. Integrate UNAC DDR activities with UNPOL community policing program.
- 11.1.3. Assist in the training of demobilized ex-combatants as and when required.
- 11.1.4. Complement UNAC DDRR activities to support the State Institutions established to implement the DDRR process in Carana.
- 11.1.5. Train the host state Police in providing security and maintenance of law and order to facilitate implementation of DDRR Program.
- 11.1.6. Co-locate and advise the host state Police on ground during DDRR exercise.

11.2. With Electoral Component

- 11.2.1. Maintain close liaison and assist UNAC UNIREG in implementing its mandate by playing a mutually decided complementary role.
- 11.2.2. Train host state Police in providing security during the elections.

12.0. Logistics & Support

- 12.1. The UN peacekeeping logistics support concept is based on the integration of UN and contingent provided resources. UNAC will conform to that concept. Most supply, support or service functions are considered common to the mission as a whole and must be provided on an equitable basis, depending on assessed priorities, irrespective of whether the unit supplying the function or being provided with the services is comprised of military, police or civilian personnel;
- 12.2. The Chief of Mission Support has overall responsibility of providing UNAC with adequate administrative and logistic support.

13.0. Organization of the UNPOL Component

- 13.1. UNAC Police has an authorised strength of 1250 Police officers, including Formed Police Units. For operational efficiency and effectiveness, a lean and flat command structure will be maintained in order to provide dynamic leadership and management and ensure maximum deployment of officers in team sites to fulfil operational commitments. Based on the tasks of UN Police, a comprehensive training curriculum has been designed for Training of the host state police personnel. The curriculum includes inputs on all aspects of policing including community policing. Special emphasis has been laid on sensitizing the Police on human rights, gender and juvenile issues. Specific needs of the police in developing skills in computers, forensics, riot

control, special operations, narcotics control etc are being met through special training and co-location of UNAC Police experts with the concerned Units. UNAC Police Deployment details are attached as Annex I.

- 13.2. With approval from the SC, the SG has appointed a Special Representative of Secretary General (SRSG) who is responsible for implementing the mission's mandate and leads and directs all the mission components and ensures unity of effort and coherence among entities in the mission area.
- 13.3. The UNAC Police is headed by the Police Commissioner based in Galasi. It is supported by specialist units at Mission HQs and a Deputy Police Commissioner, who oversees UNPOL functioning in their respective regions.
- 13.4. The UNAC Police component is organized and structured to function in partnership and harmony with other mission components. It is designed to ensure that managerial and administrative functions are lean but pragmatic and meet the requirements of the concerned region. It envisages deployment/co-location of maximum officers in the field to ensure effective mandate implementation throughout the Mission area.
- 13.5. Gender and Child and Vulnerable Person's Protection Officers have been appointed at all levels to deal with the issues related to gender aspects of security and the special needs of children and vulnerable persons. Gender-mainstreaming' is being ensured through incorporation of gender aspects in selection and deployment of human resources, development of job descriptions, directives, policies, standard operating procedures training curriculum development and investigations of sexual and gender-based violence, A Gender Coordinator is placed in the office of the R&R Coordinator in MHQ to keep the Police Commissioner apprised on UNAC Police gender main streaming efforts and all activities related to gender issues with the host Police services.
- 13.6. Towards the end of the Mission, UNAC Police will consider the following three-phased Exit Strategy to ensure maximum sustenance.

13.6.1. **Phase 1**

- 13.6.1.1. Gradual hand over of basic training in due course to CNP and Gendarmerie by training sufficient number of trainers in various disciplines.
- 13.6.1.2. Dissemination of best practices and standardization of training modules to ensure quality and sustainability.
- 13.6.1.3. Promote maximum involvement of local population in community policing to enhance skills and expertise and ensure ownership and long term sustenance.
- 13.6.1.4. Introduction of systems and procedures at County level and police HQs in close coordination with host state Police to ensure continuity and independent functioning after phased withdrawal of UNPOL.
- 13.6.1.5. Planned hand over of various activities and phasing-out of Team-Sites, Sectors and Regional Headquarters depending on the date of termination of the Mission.

13.6.2. **Phase 2**

UN handover of the support and assistance role to a regional organization (such as AU, EU, etc.) or bilateral Member State (s) to ensure continuity of Police reform and institutional development

process.

13.6.3. **Phase 3**

Based on a technical assessment and upon the request of the government, a limited number of technical advisers may be retained to further assist in the implementation and follow-up of ongoing reform and peacebuilding initiatives.

PART C:

- 14.0. EFFECTIVE:** The UNPOL CONOPS for UNAC shall enter into effect on 08 January 2017.
- 15.0. REVIEW:** The UNPOL CONOPS for UNAC will be reviewed annually or whenever the Security Council authorizes any adjustments to the nature and size of the mission
- 16.0. ACKNOWLEDGEMENT:** The Commissioner of UNAC Police component is to acknowledge formally the receipt of this Concept of Operations. The Commissioner is to also ensure that the UNAC Police ConOps integrates with the UNAC Mission Concept/ Implementation Plan and is required to produce at the field level, strategic and operational plans in line with this ConOps and the Mission Concept/ Implementation Plan.

Commissioner Stefan Feller
UN Police Adviser &
Director, Police Division

Jean-Pierre Lacroix
Under-Secretary-General
for Peace Operations

Distribution List

UNAC Action:

UNAC Police Commissioner

UNAC Info:

Special Representative of the Secretary-General and Coordinator of United Nations Operations in Carana

Deputy Special Representative of the Secretary-General (Political) in Carana

Deputy Special Representative of the Secretary-General (RC/HC) in Carana

UNAC Force Commander

UNAC Director of Mission Support

Internal:

USG for Department of Peace Operations, DPO

USG for Department of Operational Support, DOS

USG for Department of Political and Peacebuilding Affairs, DPPA

USG for Department of Safety and Security, DSS

ASG for the Office of Rule of Law and Security Institutions, OROLSI/DPO

Military Advisor, Office of Military Affairs, OMA/DPO

Police Advisor, Office of Rule of Law and Security Institutions, OROLSI/DPO

AD II/UNAC IOT

Policy, Evaluation and Training Division, DPO



Comprehensive Protection of Civilians for UN Police

SCENARIO 1

UN Peacekeeping Training Material

CARANA

Scenario Base Exercise

Scenario One

The Parti Democratique de Carana (PDC) has announced its intention of organizing a demonstration in Galasi in solidarity with the Falin community in the south of the country.

The PDC is organizing the demonstration under the slogan '*Stop the Genocide – Stop the Secession*' and it has been called to protest about attacks on Falin civilians by the Independent Combatants du Sud Carana (ICSC). The PDC claims that these attacks amount to a 'deliberate and systematic destruction, in whole or in part, of an ethnic, racial, religious, or national group' in pursuance of the ICSC's alleged separatist agenda.

A route has been agreed with the organisers of the demonstration, and this will take participants through the centre of Galasi to the Presidential Palace. The route will pass through a quarter of the city populated predominantly by internally displaced persons (IDP's) from the south. Once at the Presidential Palace, which is guarded by a detachment of the Presidential Guard, a petition will be presented to the representative of the government.

One of the organisers of the demonstration will then make a speech to the assembled people. The demonstrators will be escorted by the Carana National Police (CNP) who are to be guided and monitored by UNAC Police. The police will be armed, but in ordinary uniform (i.e., not equipped with defensive shields and helmets) as they progress through the town. The authorities have also agreed with the organisers that the police operation will be tolerant and low profile.

There has been communication between police and the organisers of the demonstration, who have stated that there will be no more than 5,000 people participating, and their intention is to hold a peaceful and orderly march and rally. The Commissioner of the CNP has stated that 250 police will be made available for of the demonstration.

The demonstration is designed to bolster the PDC's nationalist credentials as a pro-Falin party in the run-up to the elections and there is a rumor that Ogavo may appear at the rally. The demonstrators are blaming both the Government of National Reconciliation (GNR), headed by acting Prime Minister Lucien Langata and UNAC for not doing more to protect the Falins in the south. They are calling for the Tatsi politicians who serve in the GNR to be 'held to account'. They are also hoping to capitalize on popular discontent with the high levels of unemployment amongst young Falin men by demanding the forcible return of Tatsi IDPs to the south and the closure of their camps.

You are the POC advisor within the UN Police Component at the UNAC HQ in Galasi.

***Identify key elements** (threats, risks, challenges, cooperation with other POC actors) to be taken into consideration when developing an Operational Protection Plan covering various scenarios and options.*

You are to consider the extent and involvement of the IPO and FPU. Your plan should outline:

- a) Tasks to be assigned to FPUs*
- b) Tasks to be assigned to IPOs*
- c) Coordination mechanism with other mission components in particular with the military component.*

In addition, your plan has to include specific measures to be taken:

- a) before the demonstration;*
- b) during the demonstration;*
- c) if clashes occur;*
- d) after the demonstration as consolidation.*

United Nations

Department of Peace Operations

Division of Policy, Evaluation and Training

Integrated Training Service



Comprehensive Protection of Civilians for UN Police

SCENARIO 2

UN Peacekeeping Training Material

CARANA

Scenario Base Exercise

Scenario Two

Every year in Carana, nomadic Kori herdsmen migrate south-west to east, through the ethnically mixed provinces of Mahbek and Barin, during the dry season, in search of pastureland for their herds.

This has been a growing source of tension with the settled farmers in Mahbek and Barin who are mainly Falin. Tensions have increased in recent years as the effect of climate change is leading to a shortage of land, either for arable purposes or for pasture. The whole of the southwest is affected by drought and the situation is particularly acute in an area that spans Tereni and Mahbek, which has been designated a humanitarian crisis zone due to lack of food.

The Kori nomads complain that land to which they traditionally had access to for pasture has been gradually fenced off by settled farmers in Mahbek and Barin. This sometimes leads to localised clashes, during the annual migration, although these are usually settled through mediation conducted by tribal elders. Carana's traditional law has extensive provisions relating to land rights and the decisions of its chiefs and tribal elders have established an extensive jurisprudence – although this is not formally recorded in writing.

Carana's internal conflict has also exacerbated these tensions. Many of the nomad Koris have links with the Movement Patriotique de Carana (MPC) and are believed to have helped to transport weapons for them during the conflict. Nomadic Koris have traditionally considered themselves to be a warrior race and an adult male considers his horse and his gun to be an essential part of his dignity. Attempts to disarm a Kori nomad are likely to be considered a grave insult to his honour and to be met with violence.

As the authority of Carana's central government has weakened, these nomadic Kori have become increasingly assertive in their demands for access to water and pastureland for their herds at the expense of the traditional rights of the Falin farmers. This has led to several shooting incidents in recent years and some Falin claim that their farms have been over-run and their fences and crops destroyed. So far, however, there have been very few fatalities.

The Falin of Mahbek and Barin, are largely unarmed and so have largely been forced to comply with the demands of the Kori nomads. However, recent years has seen an influx of Falin internally displaced persons (IDPs) from neighbouring Leppko where they have faced a growing number of attacks from the Independent Combattants du Sud Carana (ICSC). Some of these Falin received weapons from the government and were organized into 'self-defence militias', they took their weapons with them when they fled. These Falin are concentrated in the south of Mahbek, but are well integrated into the Falin community throughout the two provinces, through long traditions of inter-marriage, and a shared history, dialect and culture which has bolstered ethnic solidarity.

Many Falin believe that they are facing a concerted campaign to drive them from their traditional lands, destroy their country's territorial integrity and to 'wipe the Falin people from the face of the map'. Demonstrations have been organized demanding 'rights for Falins' and pledging to resist further encroachment by the Kori nomads. The worsening humanitarian crisis in the south of Tereni and Mahbek is meanwhile placing increasing pressure on the Kori nomads to find fresh grazing land.

You are the senior police staff of the UNAC Sector Headquarters in Muka. The annual migration of the Kori nomads is expected to start in two weeks.

Decide on the UNPOLs' contribution (FPU/IPO) to be considered in the development of an Operations Order, coordination measures among the IPOs and FPUs as well as other mission components and other initiatives you may deem relevant and how you propose to deal with any resulting tensions.

In addition you are also expected to include proactive measures to avert violent clashes including the possible use of force and specific measures to be taken a) when tensions are reported b) if clashes occur and c) after the events/consolidation.