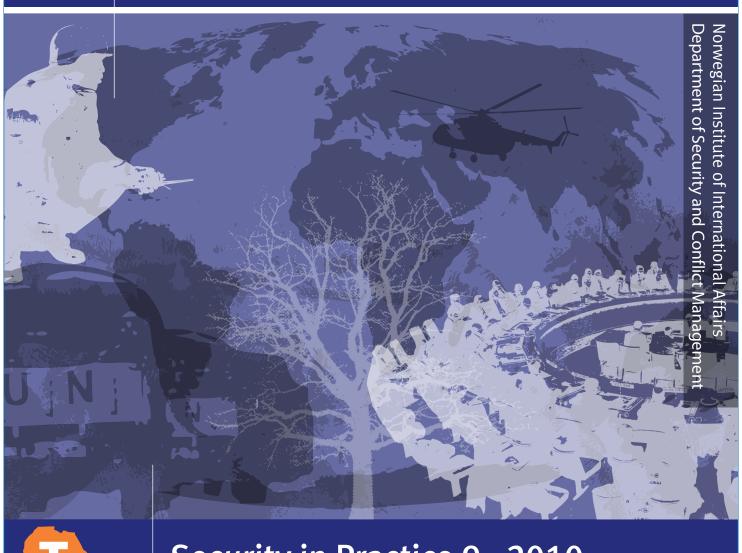# Conference Proceedings

Report of the Workshop on Mission-Wide Protection Strategies on the Protection of Civilians in United Nations Peacekeeping Operations

31 May–1 June 2010, Addis Ababa, Ethiopia

Cedric de Coning, Walter Lotze, Zinurine Alghali and Lamii Kromah

Conference Proceedings

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Summary

A workshop on mission-wide strategies for the protection of civilians (PoC) in United Nations peacekeeping operations was held from 31 May to 1 June 2010 in Addis Ababa, Ethiopia, organized by the United Nations (UN) Department of Peacekeeping Operations (DPKO), the Office for the Coordination of Humanitarian Affairs (OCHA) and the Global Protection Cluster, in collaboration with the African Centre for the Constructive Resolution of Disputes (ACCORD) and the Norwegian Institute for International Affairs (NUPI).

The workshop brought together representatives from UN peacekeeping missions (United Nations Mission in the Central African Republic and Chad – MINURCAT, United Nations Stabilization Mission in Haiti – MINUSTAH, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo – MONUSCO, United Nations Operation in Côte d'Ivoire – ONUCI, United Nations Mission in Sudan – UNMIS and the African Union/United Nations Hybrid Operation in Darfur – UNAMID), the Protection Cluster, UN agencies, the African Union, International Committee of the Red Cross (ICRC) and protection experts.

Workshop participants reviewed the drafting and implementation of existing protection strategies for UN peacekeeping operations and discussed the draft outline for mission-wide strategies for the protection of civilians as developed by the DPKO, OCHA and the Protection Cluster prior to the workshop.

In addition to informing the development of a strategic framework for mission-wide protection strategies, the workshop also proved a useful opportunity for protection stakeholders, at both mission and headquarters levels, to interact with one another and to share lessons learned and good practices on protection strategies in UN peacekeeping operations.

In particular, the workshop highlighted the fact that peacekeeping missions, although operating in different contexts and therefore requiring unique context-specific approaches, could also benefit from the development of enhanced guidance on the design and operationalization of protection strategies. However, it was stressed that the guidance should be framed so as not to hinder the flexibility needed by missions in order to implement protection strategies appropriate to the specific context.

1. Background to the Workshop

1.1 The United Nations (UN) has tasked peacekeeping operations with mandates for the protection of civilians (PoC) since 1999, when the United Nations Mission in Sierra Leone (UNAMSIL) became the first peacekeeping operation to obtain a mandate to protect civilians under imminent threat of physical violence. To date, ten peacekeeping operations have been tasked with civilian protection mandates. As a result of this growth in protection mandates, studies and lessons learning exercises have identified the need to develop guidance for missions with regard to the design and implementation of protection mandates. Additionally, those who have served in the missions have been requesting such guidance.

1.2 In order to take stock of experience to date, in 2008 the DPKO and OCHA commissioned an independent study on the protection of civilians in United Nations peacekeeping operations.[1] The study identified various shortcomings in the UN's approach in this regard, including Security Council mandates, mission planning, force generation, peacekeeper training and ultimately, the implementation of the protection mandates at the level of the missions themselves. The report concluded that the DPKO, with other protection partners, should develop an operational concept for protection of civilians; that protection of civilians should be included in the earliest stages of planning for peacekeeping missions; and that guidance should be developed to assist existing and newly mandated peacekeeping operations in implementing PoC mandates.

1.3 The Special Committee on Peacekeeping Operations (C-34), a subsidiary organ of the General Assembly tasked with the monitoring of peacekeeping activities, in its 2009 report (A/63/19) requested the Secretary-General to provide a lessons learned note and proposals to improve the ability of existing missions. In response, the DPKO and the Department of Field Support (DFS) developed a lessons learned note on the protection of civilians in UN peacekeeping operations, as well as an operational concept, as also requested in Security Council Resolution 1894 (2009). Subsequently, in its 2010 report (A/64/19), the C-34 recommended that the UN Secretariat develop a strategic framework to guide senior mission leadership in the development of comprehensive protection strategies.

1.4 In response to the C-34 recommendation, DPKO, together with OCHA and the Global Protection Cluster, convened the 2010 work-

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[1]   Victoria Holt, Glyn Taylor and Max Kelly, 2009, *Protecting Civilians in the Context of UN Peacekeeping Operations: Successes, Setbacks, and Remaining Challenges.* New York: United Nations.

shop in Addis Ababa, supported by ACCORD and NUPI, to capture lessons and to consult mission personnel on the outline of the mission-wide PoC strategy.

2. Welcome and Opening

2.1 The workshop was opened by representatives from the DPKO, OCHA, the Global Protection Cluster, ACCORD and NUPI. The opening was used to highlight the purpose of the workshop and the context within which the strategic framework for mission-wide protection strategies was being developed. In particular, workshop participants were briefed on the DPKO/DFS lessons learned note and the operational concept developed to date, as well as on the recommendations of the C-34, which had recently requested the Secretariat to:

- develop a strategic framework containing elements and parameters for PoC strategies to guide senior mission leadership;
- develop scenario-based training modules on the protection of civilians to further develop the capacity of headquarters and field personnel to implement protection mandates; and
- to outline the resources and capabilities required for implementing protection mandates.

2.2 At the time of the workshop, three peacekeeping missions[2] had developed protection strategies – UNMIS, UNAMID and MONUC (now MONUSCO). These three strategies differed in approach and scope. Whereas MONUC, for example, had developed a system-wide protection strategy which integrated the protection work of the peacekeeping mission and the other UN agencies into one overarching protection strategy, both UNMIS and UNAMID had developed protection strategies focused solely on the peacekeeping operation. While these strategies have been developed in the unique context of each mission, the differences also illustrate that no general guidance has been provided to the missions: as a result, missions have taken an ad hoc approach to implementing the PoC mandates. Such differences between strategies make developing a common UN peacekeeping approach to PoC necessary but also challenging.

2.3 Given the variation in existing protection strategies of UN peacekeeping operations, and the unresolved policy discussion within the UN about the scope of these strategies, the organizers had decided that the workshop would be used to review mission-wide protection strate-

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[2]   The UN Mission in Sudan (UNMIS), the African Union / United Nations Mission in Darfur (UNAMID) and the UN Operation in the Democratic Republic of the Congo (MONUC).

gies only. However, it was also important to include participants from relevant protection actors external to the mission, to ensure that their perspectives could be equally reflected in the process and to articulate the linkages between missions and other protection actors in the area of PoC.

3. Workshop Objectives

3.1 The aim of the workshop was to contribute to the development of a strategic framework for mission-wide PoC strategies in UN peacekeeping missions. In particular, the workshop provided an opportunity for peacekeeping mission personnel and stakeholders from the UN system to review and comment on the draft outline of mission-wide protection strategies.

4. Background to the development of a Strategic Framework for Protection Strategies in UN Peacekeeping Operations

4.1 An Operational Concept was developed by DPKO and DFS that took into account both the mandated tasks and the implementing actors. It conceptualized protection as consisting of three mutually reinforcing and inter-related and inter-dependent tiers:

- protection through political process;
- protection from physical violence; and
- establishing a protective environment.

4.2 Building on the Operational Concept, the Peacekeeping Best Practice Section in DPKO has been leading the development of a strategic framework for mission-wide protection strategies in United Nations peacekeeping operations. This effort will be closely coordinated within the UN system, and with member states, to ensure that the strategic framework being developed reflects a comprehensive approach to the protection of civilians in peacekeeping operations.

4.3 This approach reflects an understanding that the protection of civilians is not only a peacekeeping task, but requires a coordinated, clearly articulated, focused and common approach towards the planning, implementation and monitoring of complex protection mandates across the United Nations.

4.4 In addition to the work undertaken by DPKO/DFS, the specialized UN humanitarian agencies have influenced the conceptual and operational approaches to the protection of civilians in peacekeeping opera-

tions. In this regard, OCHA, United Nations High Commissioner for Refugees (UNHCR), the ICRC and other agencies have attempted to ensure:

(1) the safeguarding of humanitarian principles and the maintenance of humanitarian space;
(2) a holistic approach to protection of civilians extending beyond traditional physical protection approaches; and
(3) the inclusion of coordination by the mission with external protection actors and an enhanced understanding of roles and responsibilities.

4.5 It was highlighted that the humanitarian community would continue to develop its approaches to protection to include responsive, remedial and environment-building measures whilst ensuring coordination with peacekeeping missions. The Global Protection Cluster would continue to contribute to the efforts of the DPKO and the DFS in improving the work of peacekeeping operations as regards the protection of civilians, and would seek to develop specific humanitarian guidance on the interaction between peacekeeping missions and humanitarian actors concerning the protection of civilians in the field.

4.6 Representatives from peacekeeping missions cautioned that a more effective protection approach required the protection discourse to be informed by the perspective of the protection needs of the civilian populations under threat.

4.7 Workshop participants also indicated that while protection strategies were being enhanced at the level of peacekeeping missions, stronger engagement was needed with UN member states, as well as with Troop and Police Contributing Countries (TCC/PCCs), to ensure that the necessary political will and resources to implement protection strategies would be forthcoming.

4.8 The workshop highlighted that gender perspectives had not yet been sufficiently taken into account in the field of protection of civilians, and that this deficit needed to be addressed.

4.9 Workshop participants also stressed that greater understanding and attention were needed to operationalize protection through political processes and the establishment of a protective environment in the tiers of the UN's operational concept.

4.10 It was also noted that that the transition from peacekeeping to peacebuilding operations, including related benchmarks, required further attention in the PoC discourse.

5. Linking Protection Strategies to Integrated Mission Planning Process (IMPP)

5.1 The workshop was briefed on the latest developments regarding the Integrated Mission Planning Process (IMPP). The UN Secretary-General's Decision on Integration (June 2008) was presented, and it was explained that the future role of the Integrated Strategic Framework (ISF) would be to act as the overall integrated strategy for the UN system in any given mission context, in order to ensure:

- a shared vision of the UN's strategic objectives;
- agreed results, timelines, and responsibilities for the delivery of tasks critical to consolidating peace; and
- agreed mechanisms for monitoring and evaluation.

5.2 The link between the ISF and the mission-wide protection strategy was discussed. Here it was emphasized that the latter needed to be coherent with, and complementary to, the overall Integrated Strategic Framework in any given mission. The idea is not to create multiple parallel strategies, each needing to be managed, monitored and reported on separately, but rather to generate a network of interlinked strategies through one integrated mission management system. If necessary, separate thematic strategies could be generated, but the structure for assessing, planning, coordinating and monitoring the implementation of the overall and specialized strategies must be coordinated.

6. The Global Protection Cluster

6.1 The workshop was briefed on the responsibilities and work of the Protection Cluster, as part of the Humanitarian Coordination System, including the conceptual approach to protection, key elements of humanitarian protection strategies being developed at the field level, and on how protection-related issues are coordinated among the various areas of responsibility (AoRs) within the Cluster.[3]

6.2 The definition of protection currently used by the humanitarian community was developed by the ICRC and adopted by the Inter-Agency Standing Committee (IASC) in 1999. Obviously, the humanitarian community does not have the same mandate or capacity as missions to provide direct physical protection to civilian populations. Their protection activities consist mostly of responsive (including preventive) and remedial action as well as environment-building activi-

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[3]   The five AoRs are gender-based violence; child protection; housing, land and property; rule of law and justice; and mine action

ties aimed at addressing the protection risks to which communities are exposed, by seeking to mitigate threats and vulnerabilities.

6.3 The Cluster highlighted the importance of close coordination among all concerned actors in the area of protection, including humanitarian actors, through the clusters, local authorities and peacekeeping missions, while maintaining differentiated approaches when required to safeguard humanitarian principles and humanitarian space, thereby guaranteeing humanitarian access to the civilian populations in need. The Cluster indicated steps in the strategy development process where coordination is particularly critical, such as situation and threat analysis, prioritization of interventions and impact assessment.

7. Comparing Context-Specific Mission-Wide Protection Strategies

7.1 Although the mandate language in UN Security Council Resolutions dealing with the protection of civilians has been very similar to date, the ways in which the different missions have implemented these protection mandates have varied. Each mission has had to develop its own strategy for applying its protection mandate and has had to tailor it to the specific operational context.

7.2 A study by NUPI/ACCORD that compared the protection of civilian strategies of three different UN peacekeeping operations – MONUC, UNAMID and UNMIS – was presented at the workshop. The study aimed at informing greater coherence in work on the protection of civilians in UN peacekeeping operations, whilst recognizing that each mission needed to be guided by its own context. The study noted that mission-specific strategies for the protection of civilians will differ in their conceptualization, approach and form, given the distinct challenges faced by each mission in its area of operations. It noted also that, at several levels, mission-specific PoC strategies share commonalities because the underlying principles and aims have a common policy framework.

8. Recommendations on the Further Development of the Strategic Framework on Mission-Wide PoC Strategies in UN Peacekeeping Operations

8.1 In order to generate recommendations on the further development of the strategic framework on mission-wide PoC strategies in UN peacekeeping operations, workshop participants formed working groups to review the key elements in the outline of the proposed strategic

framework, and to generate specific recommendations for its further development. Following the working group sessions, plenary sessions were held where working groups presented their deliberations and the recommendations generated to the workshop group. These recommendations were presented as follows:

8.2 Key Drafting Considerations

8.2.1 The question of who within the mission is to be responsible for drafting the protection strategy is important, and is likely to differ from mission to mission, according to the unique structure and partnership arrangements of each mission context. For instance, this role has been assigned to the Humanitarian Liaison Section in UNAMID, to Civil Affairs in MONUC, to the Protection of Civilians Section in UNMIS,[4] and to Human Rights in MINUSTAH and ONUCI. Assigning lead responsibility for the drafting of a protection strategy can result in tensions between the need to assign responsibility to a clearly defined mission entity, and the need to ensure a cross-cutting and integrated approach to developing a mission-wide protection strategy within the mission. Despite this tension, the committed engagement of the senior mission leadership is critical. It is the senior mission leadership that should ultimately designate the most appropriate section to take the lead. It was recommended that the tasking should emanate from the senior leadership team; further, that it should be made clear that the senior leadership retains overall responsibility for developing the strategy.

8.2.2 A useful approach could be to establish a PoC working group that could engage with partners and stakeholders within and outside of the mission at an early stage, based on the realities of the operating environment. A distinction should be made between consultation and endorsement. While partner and stakeholder views should be incorporated as best possible, the strategy should ultimately remain a mission strategy. It is important to engage with partners and stakeholders, including the local civil society and government authorities, on protection risks and strategies. Where specific views cannot be adequately dealt with within a particular strategy, this should be shared with the relevant partners. It is also important to continue to engage with partners and stakeholders on an ongoing basis, to manage expectations.

8.2.3 With regard to engagement with government actors in the mission's area of operations, early involvement is essential to ensure that concepts, approaches, roles and responsibilities are clarified from the

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[4]   An internal restructuring of UNMIS is now underway.   The PoC section is being disbanded and PoC is being mainstreamed across the Mission.

onset, to the degree possible. Here the mission will also need to balance the need for engagement with the need for impartiality and confidentiality, especially in settings where the host government may itself be an actual or potential future perpetrator of violations. The use of an approach of conditionality, as piloted by MONUC, may prove useful to other missions.

8.3 Purpose and Scope

8.3.1 Some participants noted that it may be useful to provide a definition of the protection of civilians specifically for UN peacekeeping operations. This could build on the DPKO/DFS Operational Concept and/or the IASC definition used by humanitarian actors, scoping the specific contribution and value added of PK Missions for the Protection of Civilians. Every mission's protection concept could thus have a common foundation, but adapted to the specific operational context.

8.3.2 The strategy should address the relationship between PoC tasks and other mission-mandated tasks, and should explain where it is positioned with regard to other mission strategies and planning documents, so as to ensure policy coherence within the mission.

8.3.3 The strategy should clarify its purpose and explain how implementation will contribute to achieving the mission's PoC mandates as given by the Security Council, and how it will contribute to achieving the mandate of the mission. Participants agreed that it would prove useful to frame the objectives of the strategy around the three tiers of the operational concept.

8.3.4 Consideration should be given to the scope of the strategy. This will vary from mission to mission, based on the protection mandate and the realities of the operating environment. Mission should differentiate between the drafting of protection strategies and the development of implementation plans such as a Concept of Operations (CONOPs) and Rules of Engagement (ROEs). As to the timeframe, it was felt that strategies should be developed at an early stage, to be revised at least every 12 months in line with changes in mandate and context. MONUC, for example, has drafted a three-year protection strategy, and drafts annual action plans on the basis of changes in the operating environment. Whereas the protection strategy may be a public document, implementation or action plans could be internal, based on the needs of the mission and confidentiality requirements. Whatever approach is utilized by a mission, it is important to give consideration both to the drafting of a protection strategy and to the drafting of crisis response and programmatic plans. The plans may be approached as

annexes to the strategy or as separate supporting plans, but should always serve to implement the protection strategy.

8.4 Protection Risks

8.4.1 It was considered more useful to develop categories of risk, as opposed to an exhaustive list of specific threats: the latter will change over time, whereas the former can provide the mission with a greater degree of flexibility. Risks could be categorized around the three tiers in the operational concept:

  (1) threats of a political nature (with a protection mandate),
  (2) threats of physical violence,
  (3) threats due to the lack of a protective environment (e.g. law and order).

8.4.2 It may be useful for the strategy to define vulnerabilities and vulnerable groups (for example, refugees, IDPs, age, gender, social groups, ethnic/religious/political affiliation) and factors conducive to vulnerabilities (for example, displacement, family separation, political instability, absence of the rule of law).

8.4.3 Further, the strategy should broadly seek to identify threats such as potential perpetrators of violations, including state and non-state actors.

8.4.4 The protection strategy should employ, or be informed by, an appropriate risk assessment methodology. The methodology should be multidisciplinary in nature, seeking input from all substantive components of the mission. In addition, assessments must be carried out not only at mission headquarters level, but should be informed by field-based analyses, seeking input from affected communities and with local partners and stakeholders. It is also important that consultations on the findings of the assessment be conducted within the mission and with partners and stakeholders, in particular the government in the host country, with due caution being given to the need for confidentiality and the sensitive nature of information obtained during the assessment.

8.4.5 As regards sensitivity and the sharing of information, it was recommended that the strategy should include a section on confidentiality. Participants generally advised that peacekeeping missions and external protection actors should share general trends rather than specific individual case information.

8.5 Protection Activities

8.5.1 The protection activities contained within the protection strategy will be informed by the objectives of dealing with the identified protection risks. The inclusion of detailed activities should be addressed in the supplementary implementation plans, and the activities listed in the strategy should be merely illustrative of the type of protection activities to be undertaken by the mission, and how such activities will contribute to achieving the objectives. This will allow the mission to adapt and update the activities in its implementation plans regularly, without having to alter the protection strategy itself.

8.5.2 It was further recommended that the strategy should provide guidance on the division of roles among mission components. It should also address coordination mechanisms among mission components and external partners. The strategy should discuss when and how cooperation among components may be appropriate and desirable and when differentiate approaches are required (e.g. between civilian, military and police components). It should explain how the activities undertaken by the various components collectively and cumulatively contribute to achieving the protection aims and objectives of the mission.

8.5.3 The strategy should also consider links between risks to the protection of civilians and the mission's response, including threshold for action, and should link action to prescribed decision-making processes and defined roles and responsibilities for mission actors.

8.6 Mission Capabilities

8.6.1 Missions are faced with the question of whether protection strategy should be developed on the basis of a risk assessment or on the basis of an assessment of mission capabilities. It was generally agreed that resource considerations should not drive the aims and objectives of the protection strategy, but that capabilities need to be taken into account when considering realistic activities.

8.6.2 Participants proposed that the protection needs of a mission should be included in the terms of reference for technical assessment missions, with special reference to the logistics, human resources, training and financial resources needed to achieve protection mandates.

8.6.3 The protection strategy should provide an assessment of the types of capacities required to achieve the objectives identified, based

on the threat assessment and the prioritization of objectives and activities. The assessment should focus on equipment, financial resources, human resources and political capability. The workshop considered whether a protection mandate requires a dedicated set of resources, e.g. a specific unit, with dedicated staff and budget, or whether the protection strategy should be pursued using all the relevant existing units, staff and overall budget of the mission. Workshop participants could not agree on a common position on this point, and arguments in favour of both approaches were presented.

8.6.4 In addition, the strategy should identify, or provide for a process that will consider how existing policies, rules and regulations may restrict, constrain or otherwise obstruct the mission in undertaking the envisaged protection activities. Such a process can consider what additional enabling capacities can be added to the mission's resources, for it to be better able to pursue its protection strategy, so that these can be included in future budgets. In particular, consideration will need to be given to how the mission should approach TCCs, Memoranda of Understanding, RoE, in order to better pursue its protection mandate.

8.6.5 It is critically important that the mission support component be engaged in the drafting of the protection strategy, given its critical role in the identification and management of mission resources.

8.6.6 In addition to giving consideration to mission resources which can be utilized in support of the protection strategy, the mission may wish to identify external resources which can be used to complement mission resources. Here, engagement with local communities, civil society and the host government can prove fruitful, as well as engagement with the humanitarian community.

8.6.7 Where resource gaps have been identified, the protection strategy may indicate where degrees of flexibility exist, and how resources may be re-deployed on the basis of identified priorities. Prioritizing objectives and activities may prove useful, as could the development of an internal and external communication strategy to assist in managing expectations among stakeholders. In addition, where human resource gaps have been identified, training interventions to raise the skills base of mission personnel may prove useful.

8.6.8 Given the broad range of objectives and priorities, and typically limited resources for achieving these, the protection strategy may wish to indicate means whereby a surge capacity could be generated if required in crisis situations, not least since the specific resources re-

quired, and the processes whereby they are mobilized, will differ according to the specific context.

8.6.9 Furthermore, attention should be given in the protection strategy to requirements for an analytical and information-gathering capacity within the mission, and the human and other resources required to review protection capacities and to integrate lessons learned in a constantly dynamic and changing environment.

8.7 Roles and Responsibilities

8.7.1 The protection strategy should make clear roles and responsibilities at all levels, and for each objective and activity in the strategy. The workshop recommended that the Head of Mission take the lead, and be generally responsible and accountable for development and implementation of the mission-wide protection strategy. This responsibility should not be delegated to a Deputy Special Representative of the Secretary-General (DSRSG), as that would result in one component having to coordinate another. As this is a mission-wide strategy involving all components, the overall leadership must be located at the cross-component level, and thus at the level of the Head of Mission.

8.7.2 The strategy should outline the roles and responsibilities of the various mission components, and these should in turn be linked to the protection objectives and activities.

8.7.3 Apart from the assignment of mission-internal roles and responsibilities, the protection strategy should seek to clarify the link between mission roles and that of the external actors. In particular, the roles and responsibilities of the rest of the UN system, the Protection Cluster when it exists, the host government, regional and local authorities, non-UN international and local security forces, etc., should be made clear in the strategy. In this way, key concerns about humanitarian space of external protection actors could be taken into account. Furthermore, the strategy should be based on a realistic assessment of the willingness and capability of the host government to protect civilians.

8.8 Coordination Mechanisms

8.8.1 At the level of mission headquarters, a mission protection group could be established, tasked with overall responsibility for implementation of the mission-wide protection strategy. Such a mission protection group can be supported by a technical cell that is multidiscipli-

nary in nature, and that can focus on and provide advice on the management, prioritization and coordination of protection activities, as well as providing analysis of policy recommendations. This should preferably be an existing cell, such as a policy and planning unit, or a Joint Mission Analysis Cell (JMAC), so as not to require the creation of new specialized units.

8.8.2 This structure should be replicated at the regional and provincial level. At the level of field offices, a protection working group, under the direction of the Head of Office or Sub-Office, could coordinate protection activities in their areas of responsibility (AoR).

8.8.3 The coordination of protection activities should not be viewed solely in light of mission-internal coordination requirements. Coordination with the humanitarian community, with and through the Protection Cluster, will be necessary and important. Government authorities and local communities, at the appropriate levels and points of entry, should be part of the mission's protection coordination strategy. The level and frequency of engagement will by necessity be mission-specific, and should be flexible enough to deal with both programmatic and crisis protection matters.

8.9 Monitoring and Reporting

8.9.1 Security Council Resolution 1894 (2009) requests all peacekeeping missions to develop indicators or benchmarks to measure progress on the implementation of their mandates and their protection strategies. All mission-wide protection strategies thus need to include protection benchmarks ideally linked and corresponding to the objectives articulated in the three tiers of protection.

8.9.2 Reporting to the Security Council should be based not on activities and outputs but on outcomes and impacts. Missions should, in the Secretary-General's reports to the Security Council, report on the degree to which protection considerations have improved, or not, in the period under consideration. Benchmarks should focus on country-level indicators that reflect developments in the protection status of the country.

8.9.3 The mission may have additional monitoring and evaluation requirements that could be articulated in the strategy and that are aimed at tracking the implementation of the strategy, and/ or some of the supplementary implementation plans.

8.9.4 The nature of reports required will also inform the frequency with which these are generated, as well as the type of information and level of detail required. Here a differentiation should be made between routine progress reports and strategic implementation reports.

8.9.5 It should also be borne in mind that various reporting requirements need to be met through the protection strategy. These include, but are not limited to, the Secretary-General's report on the protection of civilians, reporting on Security Council Resolutions 1612 and 1882 on children in armed combat, Security Council Resolution 1888 on sexual violence, Security Council Resolution 1894 on the protection of civilians in armed conflict, and human rights reports. If the monitoring and reporting component of a protection strategy can anticipate, differentiate between and meet the various reporting requirements, this will assist the mission in meeting its reporting requirements more effectively and efficiently.

9. Conclusion

9.1 The workshop proved to be a useful forum for generating inputs and feedback on the draft outline of mission-wide PoC strategies. The DPKO should be commended for consulting with the missions in this way, and the missions for investing in the process by making senior personnel available for the consultation, despite pressing operational demands. Also very useful and highly appreciated was the participation of OCHA, United Nations Children's Fund (UNICEF), Office of the High Commissioner for Human Rights (OHCHR), UNHCR, ICRC and other humanitarian organizations as well as the AU, even though the workshop was focused on mission strategies.

9.2 Participants also expressed their appreciation to the Norwegian government for its support for the workshop as well as the more general support it has been providing for the protection of civilians.

9.3 In addition to informing the development of the strategic framework for mission-wide PoC strategies, the workshop also offered a useful opportunity for protection stakeholders, at mission and headquarters levels, to interact with one another and to share lessons learned in the development, implementation, monitoring and reporting of protection strategies in UN peacekeeping operations.

9.4 The workshop highlighted the fact that peacekeeping missions, although operating in different contexts and therefore requiring unique context-specific approaches to the protection of civilians, could also benefit from the development of enhanced guidance on the design and

operationalization of protection strategies. However, it was stressed that such guidance should be framed so as not to hinder the flexibility and autonomy that missions need to implement protection strategies appropriate to their specific operational context.

Annexes

**Workshop on Mission-Wide Protection Strategies on the
Protection of Civilians in United Nations Peacekeeping Operations
Monday 31 May and Tuesday, 1 June 2010**

Programme

Monday, 31 May 2010

Opening session
Welcome and opening
Introduction of programme and participants
Workshop goals and objectives

**Session I: Recent policy developments on Protection of
                  Civilians**
Policy update on protection of civilians (DPKO & OCHA)
Group photograph; tea/ coffee break
Linkages between mission protection strategies and existing planning
frameworks (DPKOand Global Protection Cluster)

Session II: Mission Protection Strategies
Presentation of the UNMIS and UNAMID strategies
Presentation of the MONUC and MINUSTAH strategies
Comparative analysis of the strategies (NUPI)

Session III: Draft Outline of Protection Strategies
Presentation of Draft Outline of Protection Strategies (DPKO)

Tuesday, 1 June 2010

Session IV: Draft Outline of Protection Strategies
Working Group discussions:
- Key considerations prior to drafting
- Purpose and scope
- Protection risks
- Protection activities

Plenary report back and discussion
Working Group discussions:
- Analysis of mission capabilities
- Roles and responsibilities
- Coordination mechanisms
- Monitoring and reporting

Plenary report back and discussion

Closing session and summary of Workshop

Participants List

	Name	Designation
MONUC	Mr Edem Blege	Civil Affairs Coordinator MONUC
	Col Sanjeev Kumar Mandal	Senior Military Commanding Officer of Indian Battalion, North Kivu, MONUC
	Mr Stephane Auvray	Protection Officer MONUC
	Ms Marie Plamadiala	Information Analyst (JMAC) MONUC
	Mr Soulemanou Ngamsou	Chief of Operations, UNPOL MONUC
UNOCI	Mr Omer Kebiwou Kalameu	Human Rights Officer ONUCI
	Col Amadou Diakhate	Chief OPS/UNPOL ONUCI
	Col Aziz Ouanaou	MSO ONUCI
	Ms Eva Dalak	Gender Advisor OIC ONUCI
MINURCAT	Mr Daouda Kone	UNPOL MINURCAT
	Ms Angele Ndoundou	Human Rights Officer MINURCAT
MINUSTAH	Mr Benjamin Majekodunmi	Deputy Chief Human Rights Section MINUSTAH
	Col Victor Nunez	Chief U9 MINUSTAH
	Mr Ibrahim Moussa	UN POL Chief of Staff MINUSTAH
UNAMID	Mr Oriano Micaletti	UNAMID
	Col Yusuf Musa Sani	COO, Military
	Mr Amadu Shour	Senior Human Rights Officer UNAMID
	Mr Romeo Sta Ana	Police Operations UNAMID
UNMIS	Ms Hazel De Wet	Senior Child Protection Officer UNMIS
	Mr Fergus Boyle	Civil Affairs Officer UNMIS
	Ms Brigitte Oederlin	Head of Protection South Sudan UNMIS
	Col Rana Pratap Kalita	Chief of Operations, Military UNMIS
ICRC	Mr Samuel Emonet	Adviser, Global Protection Unit Central Tracing Agency and Protection Division Geneva

OCHA	Mr Giovanni Bosco	Head of Office Southern Sudan, Juba OCHA
	Mr Damian Lilly	Humanitarian Affairs Officer Policy Development & Studies Branch
	Ms Francois Sonon	Cote d'Ivoire, OCHA
UNHCR	Mr Vidar Birkeland	Protection Officer Juba, South Sudan UNHCR
	Ms Betsy Greve	Head of Operations, Darfur UNHCR
	Ms Karen Whiting	Protection Officer Goma, DRC UNHCR
	Ms Mireille Girard	Global Protection Cluster UNHCR Geneva
OHCHR	Ms Marcella Favretto	Methodology, Education & Training Unit, Research & Right to Development Division OHCHR
UNICEF	Mr William Kollie	Child Protection Specialist Regional Office for Eastern & Southern Africa - Nairobi, Kenya, UNICEF
DPKO	Mr Michael Heller Chu	Peacekeeping Best Practices Section, DPKO
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