United Nations
Conflict-Related Sexual Violence
Specialized Training Materials
For Troop Contributing Countries
(UN-CRSV STM)

Integrated Training Service
Division of Policy, Evaluation and Training
Department of Peacekeeping Operations & Department of Field Support
# Table of Contents

**PREFACE TO THE UN-CRSV STM** ................................................................. 5

**PREPARATORY NOTES FOR INSTRUCTORS** .................................................. 12

== MODULE 1: UN-CRSV Strategic Level == ...................................................... 15

UNIT 1: CONFLICT-RELATED SEXUAL VIOLENCE: AN OVERVIEW ...................... 19
  - CRSV Mandate ............................................................................................... 19
  - Definitions, Principles, Context ..................................................................... 16
  - CRSV: Dimensions and Linkages .................................................................... 22
  - CRSV Principles .............................................................................................. 23

UNIT 2: CRSV - REALITIES, PATTERNS, POTENTIAL VICTIMS, PERPETRATORS AND MOTIVES . 24
  - Context .......................................................................................................... 16
  - Patterns .......................................................................................................... 16
  - Potential Victims ............................................................................................ 26
  - Perpetrators .................................................................................................... 27
  - Motives .......................................................................................................... 16

UNIT 3: CONFLICT-RELATED SEXUAL VIOLENCE: LEGAL ASPECTS ..................... 28
  - CRSV as Violation of International Human Rights Law ................................. 29
  - Sexual Violence as a Form of Torture or Other Cruel, Inhuman or Degrading Treatment or Punishment ................................................................. 30
  - CRSV as Violation of International Humanitarian Law .................................... 16
  - Sexual Violence as International Crimes ......................................................... 16
  - CRSV: A threat to International Peace and Security ......................................... 16
  - CRSV as Crimes Under Domestic Law ............................................................. 16
  - Legal Accountability ....................................................................................... 16
UNIT 4: CONFLICT-RELATED SEXUAL VIOLENCE: STRATEGIC APPROACH ........................................ 36
  ▪ Framework at UN Headquarters ................................................................. 16
  ▪ Strategic Measures: (Mandated Measures) ................................................. 16
  ▪ UN Support to Government and Civil Society to Address CRSV and Strengthen National Ownership ................................................................................... 16
  ▪ Role and Responsibilities of DPKO & DFS .................................................. 16

UNIT 5: CRSV: ROLE AND RESPONSIBILITIES OF MEMBER STATES AND REGIONAL/SUB-REGIONAL ORGANISATIONS .................................................................................................................. 45
  ▪ Role and Responsibilities of the Member States ............................................ 16
  ▪ Role and Responsibilities of Regional and Sub-regional Bodies ..................... 16

== MODULE 2: UN-CRSV Operational Level == ........................................................................ 51
UNIT 1: ROLE AND RESPONSIBILITIES OF UN MISSION HQ ................................................ 16
  Introduction ........................................................................................................ 16
  ▪ Combating CRSV: A Holistic & Comprehensive Approach ............................ 16
  ▪ CRSV Framework for Military Component in UN Peacekeeping Operations ...... 16
  ▪ Role And Responsibilities Of UN Mission HQ .............................................. 16

UNIT 2: COORDINATION AND CONSTRUCTIVE ENGAGEMENT ............................................. 68
  ▪ Coordination And Constructive Engagement .................................................. 68

UNIT 3: PROCEDURAL ASPECTS AT THE OPERATIONAL LEVEL ............................................. 73
  ▪ Advocacy ......................................................................................................... 73
  ▪ Monitoring Analysis & Reporting Arrangements (MARA) on CRSV .................. 76
  ▪ Early-warning: Military Component Responsibilities ....................................... 77
  ▪ Reporting ......................................................................................................... 80
  ▪ Referral Arrangements ...................................................................................... 82
  ▪ Investigation ..................................................................................................... 83
  ▪ Handling CRSV Offenders ............................................................................... 84
  ▪ Handling of IDP/Refugee Camps .................................................................... 85

UNIT 4: ROLE OF MILITARY COMPONENT IN ADDRESSING CRSV ...........................................
UNIT 5: CONSTRUCTIVE MILITARY APPROACHES TO PREVENTION AND RESPONSE TO CRSV 93

- Community Support and Engagement ................................................................. 94
- Building Community Based Capacities ............................................................... 95
- CRSV Planning and Coordination ....................................................................... 95
- Prevention and Response Measures ................................................................... 95
- Training for Prevention and Response to CRSV .............................................. 96

SUMMARY OF KEY MESSAGES ............................................................................. 98
CONCLUSION ......................................................................................................... 99

== MODULE 3: UN-CRSV Tactical Level == .............................................................. 99
UNIT 1: ROLE AND RESPONSIBILITIES OF UN MILITARY UNITS

- Introduction ........................................................................................................ 16
- Role and responsibilities of UN Military Units, Sub-Units and Commanders .... 102
- Preventive Measures ......................................................................................... 103
- Response Measures ......................................................................................... 104

UNIT 2: MISSION ESSENTIAL TASKS ................................................................. 105

- Patrolling ........................................................................................................... 106
- Observation Post ............................................................................................... 108
- Checkpoint ....................................................................................................... 109
- Outreach and Engagement .............................................................................. 111
- Situational Awareness ..................................................................................... 112
- Cordon and Search ......................................................................................... 113
- Extraction of Sexual Violence Victims ............................................................ 114
- Detention of Sexual Violence Offenders ......................................................... 115
- Miscellaneous Tasks ....................................................................................... 116

UNIT 3: PROCEDURAL ASPECTS AT THE TACTICAL LEVEL .......................... 117

- Reporting of CRSV Incident (refer to Procedural aspect of Operational Level) ... 117
PREFACE TO THE UN-CRSV STM

- Background

◊ The use of sexual violence in armed conflict and post-conflict situations is one of the worst global protection challenges due to its scale, prevalence and profound impact. The widespread use of sexual violence in conflicts such as in Rwanda, the Former Yugoslavia, and Sierra Leone led to the adoption of Security Council Resolution 1820 in 2008. The Council recognised that the deliberate use of sexual violence as a tactic of war exacerbates situations of armed conflict, impeding peace and reconciliation. Subsequent resolutions, 1888, 1960, 2106 and 2242 established the Conflict-related sexual violence (CRSV) framework to combat the use of CRSV through prevention, coordinated response, and accountability within the broader framework of Women, Peace and Security.

◊ The UN Security Council has specifically mandated UN peacekeeping operations, (e.g. MINUSCA, MINUSMA, MONUSCO, UNAMID, UNMISS and UNOCI) to address CRSV. Along with other mission substantive entities, the UN military component is responsible to proactively prevent, deter perpetrators, protect civilians, especially women and children, and neutralise potential, impending and on-going CRSV threats. To facilitate peacekeepers in carrying out these mandated tasks, the UN-CRSV Specialized Training Materials (STM) package have been developed. These materials familiarise peacekeepers with the concept of CRSV, clarify roles and responsibilities, and equip them with tools to proactively address CRSV in their operational environment.

- STM Development
Over 2010-2012, the Departments of Peacekeeping Operations (DPKO) and UN Women, on behalf of UN Action Against Sexual Violence in Conflict (UN Action) developed Scenario-Based Training Modules to address Conflict-Related Sexual Violence (SBT-CRSV) to be used in the pre-deployment training by Troop Contributing Countries (TCCs) which was considered as module 5 of the 2012 POC Specialized Training Materials (STM). These materials were developed based on the *Analytical Inventory of Peacekeeping Practice – Addressing Conflict-related Sexual Violence*, which was released by UN Women and DPKO on behalf of UN Action in 2008.

◊ These modules named “Presentation on the Implementation of the Analytical Inventory of Peacekeeping Practice for addressing Conflict-Related Sexual Violence” comprised two modules for Strategic and Tactical levels and Scenarios-based Exercises for three UN missions: MONUSCO, MINUSTAH and ONUCI which have a clear mandate on POC including addressing Conflict-related Sexual Violence.

◊ Over 2013, DPKO/OMA developed draft Guidelines for Military Components on the Protection of Civilians. Conflict-related Sexual Violence (CRSV) has been integrated throughout.

◊ These CRSV materials have now been updated by the Department of Peacekeeping Operations and the Department of Field Support (DPKO-DFS) in collaboration with the Office of the Special Representative of Secretary-General on Sexual Violence in Conflict (OSRSG-SVC); the UN Action Against Sexual Violence in Conflict (UNA); the Office of the High Commissioner for human Rights (OHCHR), UN Women and the Office of Legal Affairs (OLA). The main goal is to reflect the Guidelines for Military Components on the Protection of Civilians, and ensure that one set of materials are available as a stand-alone Specialised Training Materials on CRSV for all TCCs. The revised materials take into account the changing operational environments into which military peacekeepers are deployed and incorporate new guidance from DPKO-DFS Headquarters. In addition, scenarios have been developed to address CRSV in four additional countries with peacekeeping missions, namely the Central African Republic, Mali, Darfur-Sudan and South Sudan. The previous CRSV-STM developed by ITS/DPKO-DFS in 2012 has Scenario-based exercises for three UN peacekeeping missions, namely MINUSTAH, MONUSCO and ONUCI.

◊ The timeline for the completion of these materials was as follows:
  - **Preparation** (April to August 2014): Development and drafting of the training modules consistent with and reflective of relevant UN guidance
  - **Consultation** (August - November 2014): Consultations with Field Missions, IOTs, OMA, OSVC, UN Action, OHCHR, and OLA.
  - **DPKO/DFS Internal Workshop** (November 2014): In New York
  - **Testing and validation**. (September 2014 to January 2016). STM development also involved using and testing the materials to refine and adjust as per operational requirements and training needs. The following training events contributed to refinement of the materials:
United Nations Conflict-Related Sexual Violence (UN-CRSV) Specialized Training Materials for TCCs

- Pilot training on CRSV STM for military contingents deploying to MINUSCA and MONUSCO, in BIPSON, Dhaka, Bangladesh, (27 to 29 August 2014);
- Pre-deployment training for MINUSCA military contingents in Bangui, Central African Republic (7 to 10 October 2014);
- CRSV training as part of Integrated PoC Training, Austria, (9 to 13 March 2015);
- DPKO-DFS STM Consultation workshop with field Missions and partners, Brindisi, Italy (14 to 26 March 2015);
- ITS organised Train the Trainer Course on CRSV for IMTC Trainers from 10 Field Missions, RSCE, Entebbe, Uganda (26 to 29 May 2015);
- ITS organised a Consultation Workshop with Member States, Brindisi, Italy (15 to 26 June 2015);
- ITS organised a Pilot “Training of Trainer” Course on CRSV STM, in CUNPK, New Delhi, India, supported by UN Women (18 to 22 January 2016).

- Approval (August 2016): UN process (Office of Legal Affairs).
- Dissemination (September 2016 onward): Disseminate the training materials and assistance to Member States in integrating this CRSV-STM in their training.

- Aim

  - The aim of these training materials is to offer TCCs a ready-to-use predeployment training package on addressing and combatting CRSV. The Conflict-Related Sexual Violence Specialized Training Materials (CRSV-STM) includes a set of scenario-based exercises.

  - The main objectives of pre-deployment training based on UN-CRSV STM are to:
    - Provide conceptual foundation and clarity on DPKO-DFS approach to addressing CRSV.
    - Explain the Mission context and operational environment.
    - Invoke analytical and pragmatic approaches for prevention and response to CRSV.
    - Develop capacities of military components to address CRSV challenges in the Mission within the UN framework.

  - The UN-CRSV STM package is designed for application in pre-deployment training for TCCs, but could also serve as background material to be used in an induction or ongoing training in the field for the military component.

  - UN CRSV STM are designed to reinforce the linkages and commonalities of addressing CRSV with human rights, women, peace and security, protection of civilians, child protection and rule of law frameworks.

  - The CRSV STM focuses on UN oriented, mission-specific and mandate-related approaches, providing clarity and guidance on programmatic interventions of the peacekeeping operations in implementing the CRSV mandate.
**Target audience**

◊ Priority audiences for UN CRSV STM are:
  - All Military officers who would be deployed to a UN Peacekeeping Mission at FHQ, SHQ and Unit levels
  - UN military contingents deploying to peacekeeping operations mandated to address CRSV; and
  - Commanders, Staff and UN Military Experts on Mission (as a stand-alone pre-deployment training capsule).

◊ Insofar as the material provides a broader understanding of how to address CRSV, applicable at the strategic (UNHQ), operational (Mission HQ), or tactical (Sector and Battalion/Company) levels, specific participant profiles could also include:
  - UN senior mission leadership, civilian advisers, as well as staff in the civilian substantive components that work closely with the Military Component;
  - UNPOL commanders, staff and FPUs that work closely with the Military component; and,
  - Trainers in national peacekeeping training centres.

**Important considerations for Peacekeeping Training Institutes (PKTIs), Course Directors and trainers/instructors**

These considerations are meant for Course Directors and trainers/instructors of PKTIs:

◊ Electronic files of the UN-CRSV STM can be downloaded at: http://research.un.org/en/peacekeeping-community/Training

◊ A database composed of reference documents and videos on generic and mission-specific CRSV related issues is available that can significantly enrich the understanding and the delivery of the UN-CRSV Course. This database is accessible at: http://research.un.org/en/peacekeeping-community/Training

◊ The UN-CRSV STMs are in the form of exportable and adaptable packages, providing a progressive understanding of what CRSV is and how to prevent and respond to CRSV incidents.

◊ It is understood that this training package comprises different modules which could be tailored for use together or separately, depending on the audience. It means that PKTIs/National trainers need to tailor these materials to the necessities of their audiences.
In conducting training with these STM, it is advisable to begin with the Core Pre-deployment Training Materials (CPTMs) which are intended to provide all peacekeeping personnel (military, police and civilian) with a shared understanding of the basic principles, guidelines and policies of UN peacekeeping to ensure coherence in United Nations mandate implementation.

With regards to Mission Specific Training, trainers should be guided by the Predeployment Information Packages (PIPs) in aligning their courses to reflect the peculiarities of the mission. The PIPs are accessible on ITS Community of Practice (COP) website at https://pkgc.unlb.org

## Content Overview

The UN-CRSV STM consists of conceptual modules at strategic, operational and tactical levels as well as over a hundred mission-specific CRSV scenarios reflecting operational environments in MINUSCA, MINUSMA, MONUSCO, UNAMID, UNMISS and UNOCI.

The UN-CRSV STM, being a training tool, is structured as a systematic and progressive methodology involving prior study of the reading package (including CRSV specific reference materials and conceptual modules), followed by interactive sessions on conceptual issues that culminate into deliberations and discussions on mission-specific scenario-based exercises invoking analytical skills of the participants, duly moderated by experienced mentors. The UN-CRSV STMs are to be delivered in the following stages:

- **Stage 1** involves prior study of the conceptual modules (Reading Package), mission background briefs and reference materials specific to CRSV mandate, that enable a deeper understanding of the concept of CRSV from the strategic, operational and tactical levels.
- **Stage 2** facilitates interactive classroom instruction through the conceptual modules (Strategic, Operational and Tactical Levels) which include handouts and group discussions that aid clarity about UN approaches and specificity in preventing and responding to CRSV.
- **Stage 3** reinforces prior conceptual learning and builds participants’ analytical and practical skills as well as UN crosscutting skills to prevent and respond to CRSV in a systematic and effective manner, through the use of mission-specific scenarios and role-playing.
- **Stage 4** comprises an assimilation exercise for individual participants to identify gaps in learning and carry out an on-going review of materials and seek the support of mentors as well as a feedback session for continuous course improvement.

## Detailed Course structure

The UN CRSV-STM are structured into two training packages:
• The **complete version** that is to be used in pre-deployment training for Troop-Contributing Countries (TCCs). It comprises:
  
  (1) Reading materials *(These materials should be distributed to participants at least two weeks ahead before the course for self-study)*;
  
  (2) In-classroom Instruction (CSRV and three modules Strategic, Operational and Tactical levels); and
  
  (3) Scenario-based Mission-specific exercises.

• **Light Training package** to be used for induction or on-going training in the field for the military component. The light training modules is to be used within one day and comprised of **Five lesson-plans** and **Scenarios-based Exercises** for six UN missions (either complete ones or Snap situation Exercises).

◊ Training on CRSV STM should be used after the delivery of the UN generic and crosscutting training (based on CPTM) and build on the mandatory integrated protection of civilians (IPOC) training.

◊ Training should be delivered by experienced Member States trainers/mentors/subject matter experts based on the CRSV STM linking with mission-specific guidance (Mission Mandate, Mission Concept, Military Strategic Concept of Operations, Rules of Engagement, Operations Order, etc.).

◊ Deliberations on the detailed scenarios should be carried out in breakout group syndicates. Specific appointments and role players may be designated. All syndicates should be mentored by experienced trainers during deliberations. Each syndicate shall present their deliberations and plan of action in plenary, and these will be evaluated and critiqued by the other syndicates and relevant lessons drawn by the instructors. Snap situations will be deliberated and discussed in plenary, requiring quick thinking and pragmatic UN-oriented responses. The mission-specific scenarios can also be incorporated in the Staff Ex, CPX, Table Top Exercises, field exercises and rehearsals of the unit during predeployment training.

### Acknowledgements

ITS would like to thank the CRSV team in the Policy and Best Practice Service of Division of Policy Evaluation and Training in DPKO/DFS, the Office of Military Affairs (OMA), various substantive experts from the Secretariat and the Agencies, Funds and Programmes, field missions, Member States, and the numerous training personnel from national peacekeeping training institutions who provided feedback during the development process. The content of UN CRSV STM was developed with the assistance of relevant substantive experts in the Department of Peacekeeping Operations and Department of Field Support including OMA and the Office of Operations (OO); Field Missions mandated
to address CRSV (MINUSCA, MINUSMA, MONUSCO, UNAMID, UNMISS and UNOCI); the Office of the Special Representative of the Secretary-General for Sexual Violence in Conflict (OSRSG-SVC); the UN Action Against Sexual Violence in Conflict (UNA); the Office of the High Commissioner for Human Rights (OHCHR), UN Women and the Office of Legal Affairs (OLA).

In addition, ITS would like to especially thank the Government of United Kingdom of Great Britain and Northern Ireland for its support for the development of these materials.

- **Contact person**

- Since CRSV-STM package is a living document to support pre-deployment training of military component going to serve in UN Peacekeeping operations, ITS will ensure it is regularly updated to reflect changes in UN peacekeeping policies, guidance and mission environments.


- Any relevant update will be conveyed to all Member States and posted and explained on the Peacekeeping Resource Hub website ([http://research.un.org/en/peacekeeping-community/Training](http://research.un.org/en/peacekeeping-community/Training)). Members States, National Peacekeeping Training Centres and Instructors are encouraged to check the above-mentioned website regularly.
PREPARATORY NOTES FOR INSTRUCTORS

- Suggested methodology

The following points provide a suggested methodology. Experienced instructors may choose to use alternative methods and activities to present the material and key learning points in this unit, as long as it meets Module aims and learning outcomes.

- The method of delivery is classroom lecture, including base slide presentation(s) and interactive discussion.

- Instructor(s) would also be able to modify the base presentations for the parts of this Module in order to conduct an abbreviated version (e.g., total of 30 min.) or a version combined with other Modules (or parts of Modules), depending on the situation, training requirement(s) and priorities, and time available.

- Instructor(s) should tailor their presentation remarks to the managerial and leadership level and work areas of the training audience, as explained above.

- Instructor(s) may choose to allow discussion during rather than after presentations.

- In order to maintain quality of training value-added, classroom size should not exceed 40 persons per session.

- Training sequences

<table>
<thead>
<tr>
<th>Time per Unit</th>
<th>Lecture/Presentation</th>
<th>Questions/Assessment</th>
<th>Learning Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Between 40 and 80 min.</td>
<td>Between 30 and 50 min</td>
<td>10 min.</td>
<td>If any, around 20 min.</td>
</tr>
<tr>
<td>Additional Options</td>
<td>Mission Specific</td>
<td>Optional Film</td>
<td>Optional Activity</td>
</tr>
<tr>
<td>TBD by PKTI</td>
<td>TBD by PKTI</td>
<td>TBD by PKTI</td>
<td></td>
</tr>
</tbody>
</table>

- Instructors suggested profile

This Module is best presented by an instructor who has personal experience in UN peacekeeping operations as well as conflict-related sexual violence issues. He or she must also have a solid understanding of the Security Council Resolutions on Women Peace and Security. As the focus of this STM is on military audiences, the Instructor should ideally have a military background; however, he or she may also be a civilian with demonstrated knowledge and experience of military operations. The Instructor should also have undergone a formal training course on UN-CRSV through either one, or a combination of: DPKO/DFS ITS (including this training); a UN field mission; a non-UN course welcomed by
the UN Special Committee on Peacekeeping Operations (C-34); or appropriate national education and training.

- **Instructors suggested preparation**

**Required Readings**
- *Addressing CRSV – An Analytical Inventory of Peacekeeping Practice*, United Nations, New York, June 2010
- *Matrix: Early Warning Indicators on CRSV*
- *Integrating a Gender Perspective into the work of UN Military in UN Peacekeeping Operations*, DPKO/DFS, March 2010
- *Report of the Secretary-General on the implementation of Security Council resolutions 1820 (2008) and 1888 (2009)*

**Additional Materials Reference in those STM**
- A comprehensive and consistent documentary base has been attached to these STM, including topics such as UN-CRVS Policy and annexes, Gender Equality in Peacekeeping Operations, Policy on Protection of Civilians, Media Guidelines on Sexual Violence in Conflict and examples of Good practices. This base must be used by instructors as they deem it necessary.

**General Preparations**

**Equipment:** Computer and PowerPoint slides, Projector and Screen, Flip Chart

**Materials:**
1. Slide hand-outs (printed – two slides per page), as appropriate, for note-taking
2. Printed and/or electronic copies of required readings (one per participant). For copies, please download electronic files at: [http://www.peacekeepingbestpractices.unlb.org/PBPS/Pages/Public/Home.aspx](http://www.peacekeepingbestpractices.unlb.org/PBPS/Pages/Public/Home.aspx)
3. Electronic copies of the base presentation(s), as modified by the instructor(s), and any additional material selected for the presentation.

**Mission Specific**
If this module is being presented to prepare participants for a particular UN peacekeeping mission, then gather mission specific information from the mission website (available at the UN DPKO internet website, through ‘current operations’: [http://www.un.org/Depts/dpko/dpko/index.asp](http://www.un.org/Depts/dpko/dpko/index.asp)). Additional mission specific information is available at the UN DPKO Policy and Training internet website: [http://peacekeepingresourcehub.unlb.org/PBPS/Pages/Public/Home.aspx](http://peacekeepingresourcehub.unlb.org/PBPS/Pages/Public/Home.aspx)
Symbols Legend

Note to the Instructor (Some background information for consideration)

Speaking Points (The main points to cover on the topic. Ideally the speaking points are presented in the instructor’s own words versus being read to participants)

Mission Specific (A point where the session will benefit from mission specific information)

Example (Stories that illustrate a point or key message)

Sample questions (A list of potential questions to pose to participants)

Hand-out (Indicates a hand-out is provided to participants at this point)

Film (A film that is recommended as a core part of the training or an option)

Picture displayed as an illustration, including photo credit

Core Learning Activity (An activity that is strongly recommended for inclusion)

Optional Learning Activity (An activity that can be used if there is time and it is appropriate for the participant group. Guidelines for these activities are provided at the end of the unit, section or part – as indicated in the text)

Key summary points (Key messages that are worth repeating at the end of the session. Alternatively, the instructor can ask participants what are the main messages they are taking from the session. Instructors can then fill in any points that have been missed.)
== MODULE 1: UN-CRSV Strategic Level ==

Learning outcomes

At the end of this unit, participants should be able to:

✓ Comprehend the threats of CRSV and imperatives for collective response.
✓ Explain the UN definition of CRSV and its differences with related terms.
✓ Define ground realities, patterns, motives, targets and perpetrators of CRSV.
✓ Describe the legal dimensions and implications.
✓ Understand the strategic framework and approaches adopted by the UN to address CRSV.
✓ Outline the operational parameters within which responses are to be initiated.

Structure of the presentation

- Unit I: Conflict-Related Sexual Violence: An Overview
- Unit II: CRSV - Realities, Patterns, Potential Victims, Perpetrators and Motives
- Unit III: Conflict-Related Sexual Violence: Legal Aspects
- Unit IV: Conflict-Related Sexual Violence: Strategic Approach
- Unit V: Role and Responsibilities of UNHQ Entities, Member States and Regional/Sub-Regional Organisations
**General understanding Conflict-Related Sexual Violence**

- Movie “Combating Conflict-Related Sexual Violence – Prevent-Deter-Protect”:

  ![Movie Poster](image)

  In order to raise interest, it is suggested to screen this movie on Combating Conflict-Related Sexual Violence as an introduction.

  It is a 20 minute video on what CRSV is and what peacekeepers must do to combat CRSV. Speakers include: SRSG-SVC, DPKO USG, Head of DPET in DPKO, Force Commander (MONUSCO), Police Commissioner (MINUSCA), DPKO-DFS Sexual Violence Adviser, DPKO-DFS Senior Gender Adviser, Senior Women’s Protection Adviser (UNMISS), amongst others.


**Introduction**
CRSV is an extension of institutionalized and widespread societal discrimination against women that predates the outbreak of conflict. The continuum of violence and discrimination women face during times of peace is further exacerbated by conflict. While human rights mandates have featured in UN operations since the 1990s, the Security Council now systematically includes human rights mandates in multi-dimensional missions. As the Secretary-General has highlighted, the credibility of UN missions often rests on their ability to protect people from further human rights violations.

**AIM:**

This Strategic level module is to provide an overview of the relevance, challenges and organisational response to Conflict-Related Sexual Violence from a strategic perspective.
The learning outcomes set for the strategic level module include the following:

a. Comprehend the threats of CRSV and imperatives for collective response.

b. Understand the UN definition of CRSV and its differences with related terms.

c. Understand patterns, motives, targets and perpetrators of CRSV.

d. Understand the legal dimensions and implications.

e. Understand the strategic framework and approaches adopted by the UN to address CRSV.

f. Understand the operational parameters within which responses are to be initiated.

The strategic level module is designed to sensitise and enhance awareness of the Troop Contributing Countries (TCC), Field Missions, and UN Headquarters (HQ) on
prevention and response to CRSV. In addition, the module can also be used by the Police and Civilian personnel. The module provides the following:

b. Part II : CRSV - Realities, Patterns, Potential Victims, Perpetrators and Motives
c. Part III : Conflict-Related Sexual Violence: Legal Aspects.
e. Part V : Role and Responsibilities of Member States and Regional/Sub-Regional Organisations.

PART I: CRSV: An Overview (Background, Mandate, Definitions, Principles, Linkages and Differences)

- CRSV Mandate

The CRSV Profile of Central African Republic (CAR) \(^1\) and Democratic Republic of Congo (DRC) \(^2\) are amplified in the End Notes as examples.

CRSV remains problematic in many countries where peacekeeping operations are deployed.
At the strategic level, it is important to understand the linkages between sexual violence and the restoration of peace and security, and support it by clear, achievable and sufficiently robust mandates. In assessing the nature of a peacekeeping operation and the capabilities required to implement its mandate, TCCs should be guided by the tasks outlined in the resolution, the accompanying ROEs, and other directives pertaining to the use of force, which provide accurate and useful guidance.

The Host State has primary responsibility for Combating CRSV and protecting human rights. In accordance with the terms of their particular mandates, the role of UN peacekeeping missions is to support the Host State in prevention and response to CRSV, to take effective measures to combat CRSV when and where state authorities are weak, inadequate or non-existent.

Preventing CRSV is also core to missions’ human rights mandates. In coordination with gender, justice and other components as appropriate, the human rights component shall contribute to – inter alia – analysis of sexual and gender-based violence; devise effective strategies to prevent and respond to sexual and gender-based violence; devise effective strategies to prevent and respond to sexual and gender-based violence; support the establishment or implementation of laws, policies, institutions and practices which safeguard the equal rights of women and girls and protect all individuals against sexual and gender-based crimes in accordance with legally binding human rights treaties; and ensure accountability for violations and remedy for victims.

The UN Security Council has specifically mandated UN peacekeeping operations (e.g. MINUSCA, MINUSMA, MONUSCO, UNAMID, UNMISS and UNOCI) to address CRSV; linking protection of civilians (POC) to also include all forms of sexual violence. These mandates specifically highlight, for e.g.:

a. Provision of specific protection for women and children affected by armed conflict including through the deployment of Child Protection Advisors and Women’s Protection Advisors (WPA);

b. Monitoring, help investigating, reporting and preventing on violations and abuses committed against children as well as violations committed against women, including all forms of sexual violence in armed conflict; and,

c. Contribute to efforts to identify and prosecute perpetrators.

Explanatory notes on key elements of POC mandate, inter alia, ‘necessary action’, ‘physical violence’; ‘imminent threat’ is at ‘Annex A’ (p. 22) of the Reading Package.
Definitions, Principles, Context

“Conflict-related sexual violence refers to incidents or (for SCR 1960 listing purposes) patterns of sexual violence, that is rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilization, or any other form of Sexual violence of comparable gravity, against women, men, girls or boys”. Such incidents or patterns occur in conflict or post-conflict settings or other situations of concern (e.g., political strife).

According to UN Action Against Sexual Violence, “CRSV refers to incidents or (for SCR 1960 listing purposes) patterns of sexual violence, that is rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilization, or any other form of sexual violence of comparable gravity, against women, men, girls or boys”. Such incidents or patterns occur in conflict or post-conflict settings or other situations of concern (e.g., political strife).
Refer ‘Annex B’ (p.135) of Reading Package for definitions of rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilization, or any other form of sexual violence.

Refer ‘Annex C’ (p.137) for Sexual Violence, Sexual and Gender Based Violence/Gender Based Violence (SGBV/GBV), Sexual Exploitation and Abuse (SEA), Harmful Practices, and Survival Sex.

**CRSV: Dimensions and Linkages:**

Combating CRSV within the framework of Women Peace and Security (WPS) supported by UNSCR 1820, 1888, 1960, 2106 and 2242 is closely linked to the Protection of Civilians (POC), Security/Defence Sector Reform (SSR/DSR), Disarmament, Demobilisation and Reintegration (DDR), Rule of Law (ROL) including Justice Sector Reforms, and peace processes etc.

The WPS agenda emphasises the empowerment, participation and protection of women as well as gender equality in a comprehensive and holistic manner contributing to the prevention and eradication of CRSV.

Gender inequality and discrimination perpetrated at the social, political, economic, legal and cultural spheres prior to, during and in post conflict situations contributes to the use of sexual violence against women and girls and fosters a climate of impunity.

The WPS agenda is composed of two pillars: Gender equality and CRSV. Whilst Gender equality addresses discrimination, participation, and empowerment in the socio-politico-economic spheres; CRSV primarily focuses on protection from all
forms of sexual violence. Both pillars work in consonance with each other (not mutually exclusive) to eradicate CRSV. All actions undertaken to address CRSV must be gender sensitive and promote the principles of gender equality and equal participation of women.

- **CRSV Principles:**

  - **Combating CRSV and protecting human rights is a primary responsibility of the host State.**
  - **In accordance with their particular mandates, UN peacekeeping missions support the host State in prevention and response to CRSV when and where state authorities are weak, inadequate or non-existent, the mission should take effective measures to combat CRSV in accordance with their mandates (suggest elaborating what kinds of tasks would be taken here. Also, as this training is for TCCs, place emphasis on the kinds of tasks the military would take to provide effective protection from CRSV in accordance with their ROE).**
  - **Combating CRSV is a Mission-wide Responsibility (explain what this means in practice)**
  - **All measures, initiatives and actions taken should be community-centred.**
PART II: CRSV - Context, Patterns, Potential Victims, Perpetrators and Motives

Context:

The use of CRSV is extremely powerful and destructive; and can take many violent and torturous forms. In a conflict or post-conflict setting, sexual violence may be committed either in an opportunistic, or pre-planned manner, while the magnitude and brutality may vary in both the cases.

It is important to know the context and realities on ground, which civilians are vulnerable to specific threats and why; who is threatening them and why; how actors are threatening and their capabilities to carry out the threat.

CRSV is under-reported by victims/survivors and their family members; and is under-responded to by the communities as well as national law and order machinery.

Some of the realities on ground are:

a. Gender inequality and discrimination prior to the conflict will exacerbate the use of CRSV during the conflict; hence CRSV disproportionately affects women and girls, even though men and boys are also targeted. Gender discrimination, inequality and lack of respect for women’s rights must therefore be addressed to comprehensively tackle CRSV;

b. CRSV may be widespread, endemic and invisible and its extent is difficult to ascertain, thereby making prevention efforts extremely challenging. UN peacekeepers must however presume the presence of CRSV in areas of deployment in order to take credible and comprehensive measures to identify and address it;

c. CRSV can have serious and long term consequences on survivors, which include inter alia, physical injuries to the reproductive and urinary tract systems, pregnancy, sexually transmitted diseases including HIV, mental trauma, death (in certain cases) and marginalization including physical ostracization and banishment;
d. In many instances, the children born of rape are rejected by the mother/family/community, leading to deprivation and destitution;
e. Cases remain unreported/under-reported (lack of reports of CRSV does not mean a lack of incidents) due to poor security and/or a lack of trust in the rule of law, and cultural barriers resulting in shame, stigma, and fear, as well as limited services. All these factors contribute to a culture of impunity;
f. State authorities and institutions are commonly non-existent or dysfunctional contributing to a culture of impunity for incidents of CRSV, lawlessness, debilitating moral standards, impunity and inadequate responses. Lack of repercussions for incidents of CRSV can fuel a culture of ‘Sexual Predation’;
g. Social welfare mechanisms, health infrastructure, security and law enforcement agencies, justice and correction systems may be inadequate or non-existent, and unreceptive (when people in authority themselves are the perpetrators) creating obstacles in securing justice;
h. Weak or non-existing health infrastructure in most conflict and post-conflict areas prevent/restrict the access of victims to medical services, which are urgently required given the prevalence of sexually transmitted diseases among many CRSV perpetrators; and,
i. Victims of CRSV also face enormous obstacles in accessing justice, either through established courts and judicial structures or more informal, community-based mechanisms. In the light of inadequate or unreceptive law enforcement agencies, many women are reluctant to file complaints against their attackers.

Patterns:

- CRSV is usually committed as part of/during:
  a. Targeted attacks against community settlements (houses/hamlets/villages/towns/ hospitals/schools);
b. Attack on religious/cultural institutions/monuments impacting inmates and surrounding population;

c. Attack on IDP sites/refugee camps or protection sites/safe havens;

d. Waylaying of women and girls during routine survival/economic activities; e.g. farming, routes to markets, seeking water and firewood;

e. House to house searches and looting;

f. During abduction/kidnapping/hostage taking;

g. Predatory attacks/practices;

h. Increased vulnerabilities (during political strife, displacements, etc.);

i. Forcible obtaining of logistical support (carry weapons/warlike stores/forced labour, etc.);

j. Abduction/forced recruitment of boys and girls;

k. Punitive strikes/retribution against rival communities/groups;

l. Scorched Earth Policy (in the wake of withdrawal/vacation and prior to the arrival of opposing armed group, National security forces or UN forces);

m. DDR processes;

n. In detention as a form of torture and intimidation; and,

o. Extensive use of sexual violence by violent extremist groups as part of their strategic objectives.

 Potential Victims:

<table>
<thead>
<tr>
<th>UN – STM Conflict-Related Sexual Violence</th>
<th>Module 1: Strategic level</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Potential Victims</strong></td>
<td></td>
</tr>
</tbody>
</table>

- Rival socio-politico-ethnic-religious individuals/groups/communities & associated people.
- Other Personnel (disabled, elderly, orphans, detained persons, IDPs, refugees, etc.).

Broadly, potential victims of CRSV may be categorised as:

a. Rival socio-ethnic-religious individuals/groups/communities and associated people.

b. Other groups (disabled, elderly, orphans, detained persons, IDPs, refugees, LGBT, etc.).
Instructors may have to elucidate and provide details about when and where refugees might be victims.

The situations where IDPs/refugees are most vulnerable to acts of sexual violence are prior to flight, during flight, during repatriation operations and during reintegration phases. IDPS/Refugees identified to be most at risk of being subjected to sexual violence are unaccompanied women, lone female heads of household, unaccompanied children, children in foster care arrangements, those in detention or detention-like situations. Men, women and children in the above situations may be targeted for abuse by the government, the police, the military or other officials in the country of origin as also by the country of asylum (Chapter-1, Paragraph 1.2 of UNHCR Guidelines on Preventing and Responding to Sexual Violence against Refugees).

**Perpetrators:**

- State actors (civil/military/police/gendarme officials/entities).
- Non-State actors (armed actors/groups, militias, organised criminal networks, former combatants, young men brutalised by conflict, etc.)

Both State and non-State actors have been identified as perpetrators of CRSV. Perpetrators primarily include,

a. State actors; such as civil/military/police/gendarme officials/entities; and,

b. Non-State actors; such as armed actors/groups, militias, organised criminal networks, former combatants, young men brutalised by conflict etc.

Trainers should emphasize that engagement with each category requires gender sensitivity, as well as specific and tailor-made approaches, instruments and responses.
Motives:

- Control of population, territory & natural resources.
- Political repression, sectarian violence & ethnic cleansing.
- Humiliation (men & women).

The motives regarding the use of CRSV will be different from one mission’s operational environment to another, from region to region, and perpetrator to perpetrator.

Principal motives for committing CRSV include:
- Control of a population (through terrorising/intimidation); territory (vital terrain, cities, trade routes, etc. including through forced displacement) and natural resources (mining areas, natural resources, etc.);
- Deliberate targeting of ethnic/religious communities such as through political repression, sectarian violence, ethnic cleansing, dehumanisation, change ethnic/religious makeup of community/prevent further grown, spread HIV etc.); and,
- Humiliate men and women (in the presence of family members or community) through rape and incest.

PART III: Conflict-Related Sexual Violence: Legal Aspects

Sexual Violence in conflict and post-conflict situations is a gross violation of IHRL, and may amount to a violation of IHL and a serious crime. It is also a crime in most National legal systems. Vide its Resolution 1960 (2010), the security council has
reiterated the necessity of all State and non-State parties to conflict to comply with their obligations under applicable international law, including the prohibition of all forms of sexual violence and stressed the need for civilian and military leaders to demonstrate commitment to prevent sexual violence, to combat impunity and enforce accountability.

The Security Council has underscored these obligations in its subsequent resolutions including resolutions 1998 (2011) and 2068 (2012) in the particular context of children in armed conflict. In its resolution 2106 (2013) on sexual violence in conflict, the Security Council noted with concern that sexual violence in armed conflict and post-conflict situations disproportionately affects women and girls, as well as groups that are particularly vulnerable or may be specifically targeted, while also affecting men and boys and those secondarily traumatized as forced witnesses of sexual violence against family members. It was further emphasized that acts of sexual violence in such situations not only severely impede the critical contributions of women to society, but also impede durable peace and security as well as sustainable development. With the above background in view, the important legal aspects pertaining to CRSV are discussed below.

Legal Aspects:

- CRSV as Violation of International Human Rights Law.

   States are responsible under international human rights law to guarantee the protection and promotion of human rights and fundamental freedoms at all times, in war and peace alike. They are bound by provisions of international human rights treaties to which they are parties.
They are also bound by the rules of international human rights law which have attained customary status in international law which include many if not all of the rights set out in the Universal Declaration of Human Rights. Sexual violence is a violation of universally recognized human rights in addition to being crimes under national laws. Human rights obligations, in particular those emanating from peremptory international law (jus cogens) bind States in times of peace and during armed conflict, and armed groups are also expected to respect those obligations. Under International human rights law, States, armed groups and others are expected to respect the right of persons not to be subjected to torture or to cruel, inhuman or degrading treatment or punishment, and the right to security of person. As such, acts of rape, other CRSV, and sexual and other forms of slavery, constitute gross violation of human rights law. Under the due diligence obligation, States have a duty to take positive action to prevent and protect women from violence, punish perpetrators of violent acts and compensate victims of violence.

Sexual violence includes acts of a sexual nature which are perpetrated against a person without his or her consent, often by force or coercion. These acts constitute a human rights violation if:

a- The SV is committed by a person or an organ of a state, or a person or organ acting on behalf of a state.

b- A State fails to ensure that SV by State agents is effectively investigated, prosecuted and punished in accordance with the gravity of the offence (whether State or non-State actors).

c- State fails take necessary steps to adopt legislative or other measures as may be necessary to give effect to the rights recognized in international human rights law.

Gross Violation of IHRL and IHL:

Under international human rights law, conflict-related sexual violence may constitute violations of the prohibition on torture or other cruel, inhuman or degrading treatment or punishment.

Crime under most national legal systems Gross:

Under human rights treaties, States are required to take legislative or other measures to ensure that human rights are respected, including by criminalizing the prohibition on torture and related acts, giving orders through the chain of command prohibiting sexual violence, investigating and prosecuting those who are suspected of having committed sexual violence, and providing reparation for any harm inflicted in violation of the relevant human rights instruments.

Crime under International Criminal Law (including as a war crime, crime against humanity and act of genocide):

Failure to take these measures may constitute violations of the relevant human rights instruments.

Sexual Violence as a Form of Torture or Other Cruel, Inhuman or Degrading Treatment or Punishment.
For the purpose of the 1984 Convention against Torture, the term “torture” is defined as “any act by which severe pain or suffering, whether physical or mental, is intentionally inflicted on a person for such purposes as obtaining from him or a third person, information or a confession, punishing him for an act he or a third person has committed or is suspected of having committed, or intimidating or coercing him or a third person, or for any reason based on discrimination of any kind, when such pain or suffering is inflicted by or at the instigation of or with the consent or acquiescence of a public official or other person acting in an official capacity. It does not include pain or suffering arising only from, inherent in or incidental to lawful sanctions”.

Sexual violence at the instigation of a public official, or otherwise attributable to the State, may amount to torture. It can be part of crimes against humanity when inflicted upon a person in the custody or under the control of the accused; and a violation of IHRL when it involves a public official, either directly or indirectly (i.e. if acts are committed at the instigation or with the consent or acquiescence of a public official).

CRSV as Violation of International Humanitarian Law.

International Humanitarian Law (IHL) applies in situations of armed conflict and governs the conduct of parties to an armed conflict. IHL establishes binding rules on how conflicts, including non-international armed conflicts, are conducted and how persons who do not, or who no longer, take a direct part in hostilities must be treated.

There is no definition of ‘armed conflict’ in the IHL treaties, however there are two forms: “international armed conflict”, and “non-international armed conflict”. An international armed conflict takes place between two or more States, and covers situations of occupation. It is generally understood that no specific level of intensity in hostilities between the States concerned is required for an international armed conflict to occur. Non-international armed conflict takes place between a government force and an armed group, or between two or more armed groups and normally exists when there is certain level of intensity in the hostilities between the parties to the extent that the situation is no longer a disorganized unrest, such as a riot or demonstration, but is in the nature of a military confrontation between two or more parties that are clearly identifiable, and organized, as collective entities.

The most fundamental principle is that civilians must in all circumstances be treated humanely. IHL continues to bind each party to the conflict, regardless of whether any other party is failing to comply. Each party to the conflict, including armed opposition groups, must also ensure respect for IHL, in particular by its armed forces and other persons or groups acting on its instructions, or under its effective direction or control.

IHL also specifically prohibits rape, enforced prostitution, and any other form of sexual violence or indecent assault, and more generally, prohibits outrages upon personal dignity, including humiliating and degrading treatment. Sexual violence generally encompasses rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization and any other form of sexual violence of comparable gravity.

Sexual Violence as International Crimes:
The statutes of the International Criminal Tribunals for the Former Yugoslavia and Rwanda, the Special Court for Sierra Leone, the Extraordinary Chambers in the Courts of Cambodia, and the Rome Statute for the International Criminal Court (ICC) criminalize sexual violence, namely: rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization and any other form of SV of comparable gravity, which may include indecent assault, trafficking, inappropriate medical examinations and strip searches. In fact, SCR 2106 (2013) has recalled the inclusion of a range of sexual violence offences in the Rome Statute of the International Criminal Court (ICC) and the statutes of the ad hoc international criminal tribunals.

The ICC Statute, in particular, specifically provides that crimes of a sexual nature may constitute crimes against humanity and war crimes. The Statute specifically mentions the following acts as criminal acts: rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization and any other form of SV of comparable gravity.

Sexual violence could also constitute a crime of genocide when committed with the intent to destroy wholly or in part a national, ethnical, racial or religious group.

Security Council resolution 2106 (2013) also recalled the inclusion of a range of sexual violence offences in the Rome Statute of the International Criminal Court (ICC) and the statutes of the ad hoc international criminal tribunals.

Persons who have committed an international crime mentioned above are individually responsible and liable for punishment.

A military commander can also be held criminally responsible for crimes committed by forces under his/her effective command and control if he or she did not take measures to address those crimes, while the commander knew or should have known that the forces were committing, or about to commit such crimes.

A civilian superior can also be criminally responsible for crimes committed by his or her subordinates under the same conditions, provided that the crimes concerned activities that were within the effective responsibility and control of the superior.

States are also required to hold the perpetrators of international crimes accountable by investigating and prosecuting the international crimes allegedly committed.

Some of the international legal provisions concerning CRSV are attached at ‘Annex D’ (p. 1328 of the Reading Package).

CRSV: A threat to International Peace and Security.
As the Security Council has noted, sexual violence can constitute a war crime, a crime against humanity or a constitutive act of genocide. The Council has also recognised that SV, when used or commissioned as a tactic of war in order to deliberately target civilians or as a part of a widespread or systematic attack against civilian populations, can significantly exacerbate situations of armed conflict and may impede the restoration of international peace and security. The inclusion of SV within ICC jurisdiction reinforces this link, as the ICC is concerned with crimes that ‘threaten the peace, security and well-being of the world’. When sexual violence is considered as part of a threat to international peace and security, it would no longer remain a matter which essentially falls within the domestic jurisdiction of a State.

**CRSV as Crimes under Domestic Law.**

States bear the primary responsibility to respect and ensure the human rights of all persons within their territory and subject to their jurisdiction as provided for by international law. The rights to life and physical integrity are guaranteed under almost all the constitutions round the world and are protected by the respective criminal laws as well. National criminal law provisions, among other serious offences, prohibit acts of rape and other sexual offences. Additionally, the laws of many countries provide for the discipline of military personnel by establishing a system of military justice for both criminal and disciplinary offences. Sexual offences often form part thereof.

**Legal Accountability.**

Accountability is necessary to address gross violations of international human rights and humanitarian law (which includes SV) and for re-establishing the necessary foundation for a society to move forward. For that reason, international law imposes an affirmative obligation on States to provide effective accountability measures to redress violations of international human rights and humanitarian law. As far as international humanitarian law is concerned, the obligation to make full reparation for the loss or injury caused as a result of violations of international humanitarian law, and the obligation to investigate war crimes over which States have jurisdiction and, if appropriate, prosecute the suspects, are now considered established in customary international law and are, therefore, binding on all states.

Accountability may include:

a- The obligation to investigate allegations of violations of international human rights and humanitarian law and, if appropriate, to prosecute and punish those found to be responsible, and provide appropriate reparation. Competent, timely, effective, independent, and impartial investigations are critical to reducing impunity;

---

1 SCR 1820 (2008), Para-4 (Page 3)
2 SCR 1820 (2008), Para-1 (Page 2)
b- The corresponding right of victims and of society at large to the truth about the circumstances of violations (CRSV), including the identity of perpetrators and instigators. Accountability processes must therefore be transparent and the outcome should be published in order to fulfil this requirement; and

c- The right of victims to access effective remedies, including reparation. Reparation goes beyond monetary compensation. It can also be provided through ‘restitution’ (restoring the victim to the original situation before the violation occurred; e.g. return of property, restoration of liberty); ‘rehabilitation’ (provision of medical, psychological, social and legal services); ‘satisfaction’ (range of measures including cessation of violations, truth seeking, public apologies etc.); and ‘guarantees’ of non-repetition (may include institutional reforms etc.). Reparations for survivors for sexual violence must be designed in a manner that gives full consideration to the distinct nature of the crime of sexual violence.

If soldiers and other state security officials are involved, depending on the rules and regulations that govern them, there may be an obligation to immediately suspend those under investigation from their duties and to permanently remove those found to have participated in serious violations from the security forces or, in the case of armed groups, bar them from entering such forces. Accountability may also include institutional reforms and memorialization. Full accountability is typically considered as an official and social repudiation of what happened.

Additionally, as far as the United Nations is concerned, the Human Rights Due Diligence Policy (HRDDP) on United Nations Support to non-United Nations Security Forces must be used as a tool to ensure compliance with international humanitarian, human rights and refugee law by forces supported by the United Nations, including addressing sexual violence in armed conflict and post-conflict situations.

In resolution 1820 (2008) the Security Council stressed “the need for the exclusion of sexual violence crimes from amnesty provisions in the context of conflict resolution processes”, and called upon the Member States “to comply with their obligations for prosecuting persons responsible for such acts, to ensure that all victims of sexual violence, particularly women and girls, have equal protection under the law and equal access to justice”. It further stressed “the importance of ending impunity for such acts as part of a comprehensive approach to seeking sustainable peace, justice, truth, and national reconciliation”17.

Consistent and prompt prosecution of sexual violence crimes is essential to address the growing menace. UN peacekeepers and partners must act towards addressing impunity and upholding accountability. The fight against impunity for the most serious crimes of international concern committed against women and girls has been strengthened through the work of the ICC, the ad-hoc UN tribunals, as well as specialized chambers in national tribunals. United Nations Commissions of Inquiry in armed conflict and post-conflict situations have, where necessary, (offered) sexual and gender-based crimes expertise to accurately document such crimes. Politically, there has been added impetus by national authorities to reinforce the

---

3 See Article 8, Universal Declaration of Human Rights.
fight against impunity through the development of national frameworks and action plans to ensure a structured and institutionalised response to CRSV.

The focus of international criminal justice and mixed tribunals on combating acts of sexual violence, including rape, in the context of crimes against humanity, war crimes and genocide, has been commendable. However, the primary responsibility in this regard falls on the Member States who are responsible to end impunity and obliged to prosecute those responsible for such crimes perpetrated against civilians. In many conflict ridden/affected countries, an obstacle to obtaining accountability for sexual violence crimes include, prevalence of cultural norms that make it difficult for victims to report, and testify in respect of acts of sexual violence. Powerful social stigmas may discourage victims to seek appropriate redress. Although criminal justice systems may provide guidance and encourage victims of SGBV to file complaints, protect healthcare workers providing assistance to victims of SGBV, and recommend expeditious assistance to victims, the negative effects of socio-cultural stigmatization associated with rape remains a challenge that deters many victims of such offences from seeking redress.

National Forums/special chambers remain the principal venue for holding individuals accountable for crimes of sexual violence and continue to fight impunity. Crimes of sexual violence should be incorporated at the outset into the investigation and prosecution strategy. Rigorous documentation of sexual violence crimes and mechanisms for recognition of and reparations for victims of sexual violence, as well as the effective prosecution of perpetrators of crimes of sexual violence is important to apportion accountability. Reparations (including restitution, compensation, satisfaction and rehabilitation) and guarantees of non-repetition are measures that aim to repair or redress the impact of crimes committed against individuals.

Despite concerted efforts to ensure cessation of violence against women and children (including sexual violence) in situations of armed conflict, such acts continue to occur, and in some situations have become systematic and widespread, reaching appalling levels of brutality. Even if strongly prohibited by IHRL at all times and by IHL in both international and non-international armed conflicts, enforcement mechanisms are still fragile. Statistics show that only limited numbers of perpetrators of sexual violence have been brought to justice in most of the conflict ridden countries.

The primary responsibility to ensure legal accountability in CRSV cases falls on the Member States i.e. by investigating and prosecuting such acts by those subject to their jurisdiction. The Security Council has encouraged the Member States to include the full range of crimes of sexual violence in their national penal legislation to enable prosecutions for such acts. The Security Council has recognized that effective investigation and documentation of sexual violence in armed conflict is instrumental both in bringing perpetrators to justice and ensuring access to justice for survivors. In addition the Council also recognizes that consistent and rigorous prosecution of sexual violence crimes, as well as national ownership and responsibility in addressing the root causes of sexual violence in armed conflict, are central to deterrence and prevention; as is challenging the myths that sexual
violence in armed conflict is a “cultural phenomenon” or an “inevitable consequence of war” or a lesser crime.

PART IV: Conflict-Related Sexual Violence: Strategic Approach

Given the changing nature of warfare, UN peacekeeping missions, in accordance with their particular mandates, are increasingly expected to protect civilians, assist national authorities in addressing impunity and strengthen national judicial systems. Provided with a robust mandate, peacekeepers can play an important role in protecting civilians from SV during armed conflict.

UN Action against SV in Conflict has the primary role in promoting harmonised and coordinated responses of relevant peacekeeping, humanitarian, human rights, political and security actors. Enhanced coordination, information sharing, analysis, response planning and implementation across these sectors are imperative for success.
UN military efforts can contribute to building trust and confidence among the civilian population and improving situational awareness, thereby advancing broader mission objectives.

**Guiding Documents.**

The following resolutions and guidance documents lay foundation for the Organisation’s approach to address CRSV:

- b. SCR 1820 (2008), 1888 (2009), 1960 (2010), 2106 (2013) and 2242 (2015) articulates the link between SV and the restoration of peace and security (for key provisions of these Security Council Resolutions, refer to ‘Annex E’ [pgs.139-142]);
- c. The Secretary-General’s Policy Committee Decision No. 2010/30;
- d. The DPKO-DFS Policy (Mainstreaming and Implementing the CRSV Mandate by UNPKOs);
- e. The DPKO-DFS Guidelines on CRSV;
- f. The Analytical Inventory of Peacekeeping Practice, 2010; and,
- g. Early-warning Indicators Matrix.


Together they provide an ambitious platform for confronting a present-day emergency affecting millions of women and children, and require security actors, including military peacekeepers, to respond to SV with as much determination as they would to any other atrocity, and with specifically designed tasks and tactics to deal with the specific nature and consequences of this type of violence.

**Framework at UN Headquarters.**
Combating CRSV requires a holistic and comprehensive approach involving many actors and multiple instruments including the UN, the international community, the host State and the parties to the conflict.

At the UNHQ level, following entities support implementation of CRSV mandate:

a. An office of a ‘Special Representative of Secretary General on Sexual Violence in Conflict’ (SRSG-SVC), established by the Security Council in Resolution 1888(2009). The SRSG-SVC is mandated to provide “coherent and strategic leadership, to work effectively to strengthen existing United Nations coordination mechanisms, and to engage in advocacy efforts, inter alia with governments, including military and judicial representatives, as well as with all parties to armed conflict and civil society, in order to address, at both headquarters and country level, sexual violence in armed conflict, while promoting cooperation and coordination of efforts among all relevant stakeholders”.

In operationalising the mandate, the SRSG-SVC has identified the following priority areas:

1. To end impunity for CRSV by assisting national authorities to strengthen criminal accountability, responsiveness to survivors and judicial capacity;
2. The protection and empowerment of civilians who face CRSV, in particular, women and girls who are targeted disproportionately by this crime;
3. To mobilise political leadership by fostering government engagement in developing and implementing strategies to combat CRSV;
4. To increase recognition of rape as a tactic and consequence of war through awareness-raising activities at the international and country levels;
   i. Ensuring a more coherent response from the UN system; and,
ii. Deepening engagement with national and regional actors to foster national leadership, ownership, and responsibility.

b. A **Team of Experts (TOE)** established by the Security Council Resolution 1888 (2009) and mandated to assist national authorities to address impunity and identify gaps in the national response to Conflict-Related Sexual Violence.

The TOE will:
1. Work closely with national legal and judicial officials and other relevant government personnel in the civilian and military justice systems to address impunity for sexual violence, including by the strengthening of national capacity;
2. Identify gaps in national response and encourage a holistic national approach to address Conflict-Related Sexual Violence, including by enhancing criminal accountability, responsiveness to victims, and judicial capacity;
3. Make recommendations to coordinate domestic and international efforts and resources to reinforce governments’ ability to address Conflict-Related Sexual Violence; it will also bring specialized expertise in “the rule of law, civilian and military judicial systems, criminal investigation, security sector reform, witness protection, fair trial standards, and public outreach” in regard to conflict-related sexual violence.

c. **UN Action against Sexual Violence in Conflict (UNA)** develops a homogenous approach towards addressing CRSV within its network of 13 UN entities. It represents a concerted effort by the UN to work as one in amplifying advocacy, improving coordination and accountability and supporting country efforts to prevent CRSV and respond to the needs of survivors. UN Action is chaired by the SRSG-SVC.

d. **Office of the High Commissioner for Human Rights (OHCHR)** works to ensure that laws, institutions and policies are in place to prevent and respond to CRSV.

e. **The Department of Peacekeeping Operations (DPKO)** operationalizes the resolutions and addresses prevention and response to CRSV from a political, peace and security perspective.

- Strategic Measures: (Mandated Measures)
Collectively, the UN has instituted the following measures to streamline efforts to counter CRSV in conflict and post-conflict settings:

**Peace Process.** Addressing CRSV concerns from the outset of peace processes, whenever relevant, in mediation efforts, ceasefires and peace agreements, in particular in the areas of pre-ceasefires, humanitarian access and human rights agreements, ceasefires and ceasefire monitoring, DDR and Security Sector reform (SSR) arrangements, vetting of armed and security forces, justice, reparations, and recovery/development (including its reflection in specific provisions of peace agreements, security arrangements and transitional justice mechanisms).

**Women, Peace and Security: Empowerment and Participation of Women.**

i. Promoting women’s (including women’s organizations and networks) political, social and economic empowerment, gender equality and the enlistment of men and boys in the effort to combat all forms of violence against women, being central to long-term efforts to prevent SV in armed conflict and post-conflict situations.

ii. Promoting women’s participation in all aspects of mediation, post-conflict recovery and peacebuilding and to address SV in conflict, including, inter alia, in the establishment and review of peacekeeping and political mandates, public statements, country visits, fact-finding missions, and international commissions of inquiry, consultations with regional bodies and in the work of relevant Security Council sanctions committees.

**Commitments: Eliciting and Monitoring Implementation of Commitments.** The Special Representative of the Secretary-General (SRSG) on Sexual Violence in Conflict (SVC) and other senior UN officials will engage in dialogue with all parties to armed conflict to elicit time-bound commitments to cease all acts of SV and to protect civilians in compliance with international law. In the context of securing...
these commitments, UN officials will remind the parties that in resolution 1820 the Security Council has explicitly excluded SV crimes from any future amnesty provisions in the context of conflict resolution processes. Senior UN officials at country level will follow up and, where feasible, monitor implementation of such commitments in the context of broader conflict resolution efforts. Such commitments will include at a minimum:

i. Issuance of clear orders through chains of command prohibiting SV and accountability for breaching these orders;

ii. The prohibition of SV in Codes of Conduct, military and police field manuals or equivalent;

iii. Timely investigation of alleged abuses;

iv. All relevant parties to armed conflict shall cooperate in the framework of such commitments, with appropriate UN mission personnel who monitor their implementation; and,

v. Parties to designate, as appropriate, a high-level representative responsible for ensuring implementation of such commitments.

**Listing of Parties/Perpetrators.** Resolution 1960 requests the Secretary-General to list ‘parties credibly suspected of patterns of SV’. The UN is expected to reach out to listed parties in order to elicit commitments. For listing purposes, isolated offenses should be distinguished from those forming part of a pattern, understood in international law and practice as indicating a plan or system that implicates a collectivity of victims. The aim of this threshold is to prevent a single, isolated incident of SV from giving rise to listing.

**Sanctions.** Applying targeted and graduated state-specific sanctions regimes by UN Sanctions committees against those who perpetrate and direct SV in Conflict. Missions are required to share information on SV with the relevant UN Security Council Sanctions Committees.

**Ending Impunity: Monitoring, Analysis and Reporting Arrangements (MARA)**. Establishment and implementation of monitoring, analysis and reporting arrangements on CRSV, including rape in situations of armed conflict and post-conflict and other situations, taking into account the specificity of each country. The MARA should generally focus on SV committed by organized armed groups (parties), as opposed to isolated violations committed by civilians as a form of criminal activity.

**Early-warning Framework**. CRSV has long been impervious to detection and absent from mainstream conflict analysis. Accordingly, UN Action has developed a framework of early-warning signs specific to CRSV. The aim is to integrate this analysis into existing and emerging early-warning and prevention systems to facilitate a rapid response. There is a need to integrate the early-warning and prevention systems at country/Mission level. The UN Country Team (UNCT) and peacekeeping Mission will have to identify early-warning indicators specific to the operating environment and disseminate to various responders.

**Deployment of Appropriate Resources: Women’s Protection Advisers and Gender Advisers.** Deploying Women Protection Advisors (WPA) in accordance with resolution 1888 (2009) to facilitate the implementation of SCR on WPS; as well as
Gender Advisors (GA) to ensure mainstreaming of gender perspectives in policies, planning and implementation by all mission elements.

**Training and Capacity Building.** Providing guidelines on comprehensive gender and CRSV training packages for all peacekeeping and civilian personnel.

- **UN Support to Government and Civil Society to Address CRSV and Strengthen National Ownership.**

In furtherance of the strategic measures and to improve collective responses to counter CRSV at the field Mission level, the UNHQ has launched the following key initiatives:

a. **Comprehensive Strategies.** UN Action provides strategic support to UNCT and Missions to develop comprehensive strategies to combat SV jointly with the host Government. The Team of Experts also provide expertise at the invitation of the host Government to address Rule of Law as regards CRSV. The Strategy is generally structured around the following pillars; combating impunity; prevention and protection; security sector reform (SSR); and multi-sectoral assistance for survivors, with a cross-cutting component on data and mapping.

b. **Multi-sectoral Approach.** Addressing CRSV underscores the need for a multi-sectoral approach that addresses the widespread impunity feeding this violence, promotes SSR and enhances prevention and protection mechanisms, while also strengthening services for survivors. As part of victim assistance, support host State to increase access to health care, psychosocial support, legal assistance and socio-economic reintegration services for victims of SV.

c. **Capacity Development.** Support to host State for capacity development within the health, social welfare, justice and security sectors to respond effectively to CRSV. It is a collective responsibility to support the development and strengthening of the capacities of national institutions, in particular of judicial and health systems, and of local civil society networks in order to provide sustainable assistance to victims/survivors.

d. **Reparations.** Facilitate provision of reparations to victims/survivors of SV.

e. **Legislative/Judicial Assistance and Legal Reforms.** Provide technical guidance on prosecution, reparation etc. In many post-conflict settings, there is a need to reform not only GBV laws, but also rules of procedure and evidence, to overcome inbuilt biases. This is important, as GBV laws can be non-existent, discriminatory and are not in accordance with International law. Hence, there is a need to increase the capacity and the sensitization of prosecutors and police.

f. **Capacity Building of the Security and Defence Sectors.** Training/education/sensitisation of the host security forces (military, police and gendarmes) in prevention of SV, adherence to strict codes of conduct to prevent predatory practices and to promote and protect human rights of all the people. UN police have helped to create specialized national police units that receive and respond to reports of CRSV. This is part of the task of replacing the vicious circle of silence and
impunity with a virtuous circle of recognition, justice and reparation. Such units are raised as part of SSR programmes and selected personnel will have to undergo a human rights vetting/screening process.

g. **Disarmament, Demobilisation and Reintegration (DDR):** DDR programmes must address ex-combatants, women associated with armed groups as well as their families and the perpetrators of CRSV. While the first two will be supported in terms of rehabilitation, debriefing and referral services for reintegration with the receiving communities, the latter will have to go through the judicial process before reintegration.

h. The United Nations is engaging political and military leadership with the aim of developing a structured framework through which CRSV can be comprehensively addressed by parties to the conflict. There are concerted efforts by the UN, through the OSRS-SVC, Team of Experts, UN Action, DPKO and UNCT towards providing assistance in the development of Action Plans for armed forces. These plans lay the basis for a much deeper engagement in addressing CRSV. The Military, Police and Civilian Components of peacekeeping operations have to play a vital role in the implementation of these Plans.

### Role and Responsibilities of DPKO & DFS:

DPKO-DFS is responsible to operationalize the CRSV mandate in DPKO-DFS led UN peacekeeping operations. The mandate is mainstreamed through the Mission-specific directives/guidance, such as the Mission Concept and directive to the SRSG. The Office of Operations (through Integrated Operational Teams) maintains oversight on the CRSV mandate implementation. The Field Missions and WPAs are backstopped by the DPKO-DFS Sexual Violence Adviser, placed in the Policy, Evaluation and Training Division (DPET).

DPKO/DFS provides the following support to the Field Missions addressing CRSV:

a. Develops policy, guidance and training on prevention and response to CRSV.

b. Advises Senior Management and Mission leadership as required.
c. Mainstreams CRSV mandate at DPKO-DFS HQ (including Office of USG, Office of Operations, Office of Military Affairs, Office of Rule of Law and Security Institutions, Division of Policy, Evaluation and Training, Field Personnel Division etc.).

d. Promotes human rights and a gender-sensitive approach to implementation of CRSV mandate.

e. Supports the rostering process and deployment of WPAs through DFS.

f. Builds capacity of WPAs through workshops and training.

g. Coordinates/supports implementation of CRSV mandate with SRSG-SVC, UN Action against SVC and other partners addressing CRSV.

h. Monitors trends and patterns of CRSV.

i. Backstops WPAs, missions and provide technical support in CRSV mandate implementation.

Guidance to the UN Military Component.

It is essential that the mandates, directives, orders and other guidance documents explicitly state the requirements of addressing CRSV where applicable and ensure that lower-level commanders receive unambiguous directives that there are no “rape cultures”, or cultures of impunity, and that there can be no security without women’s security.

Rules of Engagement (ROE).

In the context of CRSV, ROEs permit use of force including deadly force for the protection of civilians under imminent threat of physical violence (also covering all forms of sexual and gender-based violence). In addition, the ROEs provides directions on detention, personnel and vehicle searches, cordon and search operations, and arms embargos which are undertaken as part of prevention and response to CRSV. Refer to Hand-out I for Summary of ROE as applicable to combating CRSV. Refer ‘Annex F’ (p. X) for a generic and summarised version of ROE in CRSV context.

Force Generation.

Force generation at the UN HQ and Office of Military Affairs (OMA) shall take into account the following:

a. Representation of female military peacekeepers. In order to obtain the confidence of local communities, peacekeeping missions must have a fair representation of women. Female military peacekeepers provide an effective interface with the women and girls of the local communities (including local female police personnel) and are able to establish two way communication and rapport, which is essential to understand protection concerns, vulnerabilities and threats, as well as designing preventive measures through consultative processes. Women and children affected by armed conflict may feel more secure working with and reporting abuse to female military peacekeepers. The presence of women peacekeepers may encourage local women to participate in the national armed and security
forces, thereby helping to build a security sector that is accessible and responsive to all, especially women. Women peacekeepers can outreach to sexual violence survivors and galvanize local women to join the national police. In addition, female military peacekeepers can bring gender-sensitive approach to planning and execution of military operations.

b. **UN Military Commanders.** It is essential that UN Military Commanders (including female commanders) must have a clean human rights record and further be sensitised on relevance of effective response to CRSV. Senior UN military commanders must be sensitised on the UN approaches to prevention and response to CRSV through the Senior Mission Leaders Course (SML), Senior Leadership Induction Programme (SLP), Intensive Orientation Course (IOC), senior in-briefings and during the annual HoMC Conference.

c. **UN Military Staff Officers and UN Military Experts on Mission (UNMEM).** The UN shall continue to propagate equal participation of male and female staff officers and experts (Military Observers, Military Advisers and Liaison Officers). Training on prevention and response to CRSV shall be mandatory for UNMEM, with specific focus on early-warning indicators, reporting, cross-cultural communication and constructive engagement of armed groups/actors.

d. **UN Military Contingents.** Military contingents should have female peacekeepers (officers, rank and file, doctors and medics, as well as interpreters and language assistants).

e. **CRSV Focal Points.** CRSV Focal Points shall be designated for the Force HQ, Sector HQ and contingents/units. Focal points must be trained on addressing CRSV prior to deployment to the peacekeeping operations.

- It is imperative that female peacekeepers must be part of frontline activities of the units/sub-units to optimise their vital role in community engagement, particularly with local women and girls.
- Contingents that do not recruit female military personnel must find alternative ways to deploy mixed teams, such as incorporating female armed police personnel with the military unit/sub-unit. Non-representation must not restrict or prevent execution of mandated obligations. In all cases, local female police personnel must be co-opted as applicable to conduct operations.

PART V: CRSV: Role and Responsibilities of Members States and Regional/Sub-Regional Organizations:
Member States and various regional organisations play a significant role in the Security Council’s mandate implementation. Some of the key roles and responsibilities of the Member States and Regional Organizations are explained in succeeding paragraphs.

- **Role and Responsibilities of the Member States.**

  States have an obligation to eliminate all forms of violence against women and girls, including by ending impunity and by ensuring the protection of civilians, in particular women and girls, during and after armed conflicts, in accordance with the international humanitarian law and international human rights law. States bear primary responsibility to respect and ensure the human rights of their citizens and all individuals within their territory as provided for by relevant international law. Member States are expected to comply with their relevant obligations to continue to fight impunity by investigating and prosecuting those subject to their jurisdiction that are responsible for such crimes.

  Member States are to:

  a. Heighten awareness and responsiveness to POC, including women and children and prevent SV against women and girls in conflict and post-conflict situations;

  b. Ensure full compliance of the zero tolerance policy on SEA through institution of appropriate preventive actions (including pre-deployment and in-mission awareness training), apportioning of full accountability and prosecution in cases involving their nationals;

  c. Include the full range of crimes of SV in national penal legislation to enable prosecutions for such acts;

  d. Include specific training on sexual and gender-based violence (taking into account distinct needs of children) in the pre-deployment phase;

  e. Support national and international programs that assist victims of SV such as the Trust Fund for Victims established by the Rome Statute and its implementing partners;

  f. Deploy higher percentage of women peacekeepers in peacekeeping operations;

  g. Encouraged to lend expertise on SV investigation and response;

  h. Respect international jurisdiction for the violation of international law (e.g. convention on torture); and,

  i. Including CRSV as prohibited acts in ceasefire agreements.

- **Role and Responsibilities of Regional and Sub-regional Bodies.**
Regional and sub-regional bodies have been involved in developing and implementing policies, activities, and advocacy for the benefit of women and girls affected by SV in armed conflict, particularly in the following fields:

a. Taking measures to increase the representation of women in mediation processes and decision-making processes with regard to conflict resolution and peacebuilding;

b. Providing information on situations of armed conflict in which SV has been widely or systematically employed against civilians;

c. Analysing the prevalence and trends of sexual violence in situations of armed conflict;

d. Proposing strategies to minimize the susceptibility of women and girls to such violence;

e. Establishing benchmarks for measuring progress in preventing and addressing SV; and

f. Collecting timely, objective, accurate, and reliable information on the use of CRSV.

Learning Assessment

Learning Activity

Answer the following questions with either True or False.

1. CRSV in armed conflict and post-conflict situations disproportionately affects women and girls, as well as groups that are particularly vulnerable or may be specifically targeted. (True or False)

2. Men and women experience conflict differently and can have different perceptions on how to build peace. (True or False)

3. CRSV is now seen as an inevitable by-product of war, but can also constitute a crime that is preventable and punishable under International Human Rights Law (IHRL), International Humanitarian Law (IHL) and International Criminal Law (ICL). (True or False)

4. Combating CRSV and protecting human rights is a primary responsibility of the host State. (True or False)

5. CRSV may be widespread, endemic and invisible and its extent is difficult to ascertain, thereby making prevention efforts extremely challenging. UN peacekeepers must however presume the presence of CRSV in areas of
deployment in order to take credible and comprehensive measures to identify and address it. (True or False)

6. Victims of CRSV do not face any obstacles in accessing justice, either through established courts and judicial structures or more informal, community-based mechanisms. (True or False)

7. Motives of CRSV include control of population, deliberate targeting of ethnic/religious communities, and humiliation of men and women. (True or False)

8. Peacekeeping Missions are NOT required to institute proactive measures and credible responses to prevent CRSV, protect vulnerable sections of population and address potential/impending/on-going threats. (True or False)

9. At the strategic level, CRSV is addressed through the peace process; women’s participation; political engagement, eliciting commitments; human rights monitoring and investigations; listing of perpetrators; imposing sanctions and judicial processes. (True or False)

10. CRSV is usually committed as part of/during
(Choose from the list below).
   a. Targeted attacks against community settlements (houses/hamlets/villages/towns/ hospitals/schools
   b. DDR processes
   c. Attack on IDP sites/refugee camps or protection sites/safe havens
   d. Increased vulnerabilities (during political strife, displacements, etc.)
   e. In detention as a form of torture and intimidation
   f. Predatory attacks/practices
   g. Only a, b, and d
   h. Only a, d, and e
   i. All of the above
   j. None of the above

Answer Key

1. True
2. True
3. False
4. True  
5. True  
6. False  
7. True  
8. False  
9. True  
10. I (All of the above)  

**Summary of Key Points:**

**Summary of Key Messages**

- Rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilization, or any other form of sexual violence of comparable gravity, against women, men, girls or boys in a conflict or post-conflict situation constitute CRSV.
- Acts of CRSV may constitute a crime under national law and international law and is punishable and preventable.
- CRSV is usually under-reported and therefore under-responded.
- At the strategic level, CRSV is addressed through the peace process; women’s participation; political engagement, eliciting commitments; listing of perpetrators; imposing sanctions & judicial processes.
- Proactive measures & credible responses to neutralize threats.
- Survivor & community centric.

**Note to Instructor:** Outline the main points that have been covered during the session:

a. Rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilization, or any other form of sexual violence of comparable gravity, against women, men, girls or boys in a conflict or post-conflict situation constitute CRSV.

b. Acts of CRSV may constitute a crime under national law and international law and is punishable and preventable.

c. CRSV is usually under-reported and therefore under-responded.

d. At the strategic level, CRSV is addressed through the peace process; women’s participation; political engagement, eliciting
commitments; listing of perpetrators; imposing sanctions and judicial processes.

e. Where so mandated, UN peacekeeping missions, particularly the military peacekeepers have a solemn obligation to protect civilians, including the women and girls who are often targets of CRSV.

f. A coordinated and coherent response at the strategic, operational and tactical levels is essential to effectively address CRSV challenges.

g. Where mandated, peacekeeping Missions are required to institute proactive measures and credible responses to prevent CRSV, protect vulnerable sections of population and neutralise potential/impending/on-going threats.

h. Mission Mandate, ROEs, CONOPS, Operations Order, and other directives provide clear directions on role, responsibilities and mission essential tasks of the military components.

i. Military peacekeepers must be cognizant of legal aspects and its operational implications, while undertaking preventive actions and responding to CRSV challenges.

j. All operations must conform to the mandate and the mission-specific ROE.

k. At the heart of any intervention regarding CRSV is the priority protection and assistance to the survivors, witnesses and community.

## Conclusion

The scale and brutality of the SV often committed against women in armed conflicts may amount to war crimes and crimes against humanity. Therefore, it is imperative that the UN and the international community continue to intensify actions to end violence against women and girls, as well as men and boys. Impunity remains an important impediment to the prevention of SV. Effective investigation and documentation of alleged SV is decisive in proving that it has taken place, bringing perpetrators to justice and ensuring reparation and redress for survivors and their families.

UN peacekeepers can play an important role in preventing and addressing SV, and should receive appropriate pre-deployment training in this regard. Most multidimensional peacekeeping operations have the mandate to protect civilians under imminent threat of physical violence.

The Military Component plays a crucial role in protecting vulnerable women and girls in the peacekeeping Mission through preventive and stabilisation operations. POC being a priority obligation, military commanders must be responsive to
address operational challenges in time and space, and be ready to use force within the framework of the ROE.

**MODULE 2: UN-CRSV Operational Level**

- **Learning outcomes**
  - Understand:
    - The operational level concepts and framework to address CRSV
    - The role and responsibilities of the Mission Headquarters (HQ)
    - The integrated framework and coordination mechanism in the Mission HQ
    - The role and responsibilities of the Military Component in addressing CRSV
    - The training and preparation requirements
  - Design operational level military activities
  - Define planning and execution parameters
  - Implement prevention and response activities to combat CRSV

- **Structure of the presentation**
  - Unit I: Role and Responsibilities of UN Mission HQ
  - Unit II: Coordination and Constructive Engagement
  - Unit III: Procedural Aspects at the Operational Level
This operational level module is set to provide a broad understanding of the role and responsibilities of Mission HQ in effectively responding to CRSV challenges in a UN peacekeeping mission.

Introduction

“As supporting host governments to meet their protection responsibilities, including preventing and addressing accountability for sexual violence in conflict, lies at the heart of modern peacekeeping. UN Peacekeeping is not only working hard to protect civilians from sexual violence but also to ensure women’s participation in the peace process.”

Mr. Hervé Ladsous
Under-Secretary-General for Peacekeeping Operations

As war-affected populations, women in particular, are at risk to arbitrary violence and deprivation of physical, material and legal safety, UN peacekeeping operations play a vital role in protection of civilians (POC) and in advancing human rights through their functions. While human rights mandates have featured in UN operations since the 1990s, the Security Council now systematically includes human rights mandates in multi-dimensional missions. As the Secretary-General has highlighted, the credibility of UN missions often rests on their ability to protect people from further human rights violations. The Security Council is increasingly authorizing UN missions to “protect civilians under imminent threat of violence within their capabilities and deployment.” Such mandates are usually adopted under Chapter VII of the UN Charter, which allows the use of force beyond self-defence. The ROE of most contemporary UN missions allows military personnel to use deadly force, within their capacity and in areas where they are deployed, to carry out their certain aspects of their mandated tasks.
Sexual violence, when used or commissioned as a tactic of war in order to deliberately target civilians or as part of a widespread or systematic attack against civilian populations, can significantly exacerbate and prolong situations of armed conflict and may impede the restoration of international peace and security. Although women and girls are particularly at risk to Conflict-Related Sexual Violence (CRSV), men and boys are also affected. Efforts to prevent and address CRSV should therefore also tackle the risks to boys and men to CRSV, their medical, psycho-social and legal needs, as well as the legal framework.

Prevention and response to CRSV is a mission-wide, integrated and a priority obligation to be addressed at the highest levels of leadership. UN peacekeeping missions are mandated and structured to respond effectively to threats and vulnerabilities of women and girls through political engagements, advocacy and through the various instruments of peacekeeping, such as justice and security sector reforms, demobilisation, disarmament, reintegration, stabilisation operations, etc.
UNIT I: Role and Responsibilities of UN Mission Headquarters

Combating CRSV requires a **holistic & comprehensive** approach involving many actors and multiple instruments.

- **From a strategic perspective,** it is addressed by the UNHQ and the international community.
- The parties to the conflict (including the Host Nation) have a major role to play as well in preventing CRSV and adhering to the commitments.
- The Host Nation must have a comprehensive strategy to ensure protection of civilians, and build its capabilities and capacities to respond effectively to CRSV threats.
- The UNCT primarily manages the initiatives at the country level, establish humanitarian related protection clusters/platforms/working groups and provide for referral arrangements and survivor assistance.

In Missions with protection of civilians (POC) mandates, the Mission HQ develops a mission-wide integrated approach, as well as leads and direct the heads of all mission components and ensure unity of effort and coherence among all UN entities. Some of the responsibilities linked to addressing CRSV challenges are:

- Development and implementation of protection strategies for physical protection.
- Setting Mission-wide operational direction for:
  - Component level objectives, benchmarks and deliverables;
• Political engagements, civil affairs efforts and public information campaigns;
• Integration, coordination and unity of effort.
  o Establishment of CRSV prevention and response framework at the country level.
  o Constructive engagement (including advocacy) of all parties to the conflict.
  o Capacities building of host Government and state institutions to address CRSV.
  o Institute response mechanisms to prevent/deter and neutralise threats.
  o Promote reconciliation and empower local communities.

Coordination with other components and integration with all actors is essential for optimising the effect.

The UN Military Component is one of the significant instruments, though part of the wider and multidimensional approach to combat CRSV. CRSV being perpetrated mostly by armed elements and government forces. The UN Military Component is best placed to leverage its capacities, including as applicable, the authorization for use of force to prevent incidents of SV, to protect civilians from physical violence and to effectively neutralize CRSV threats.

The CRSV framework depicts the strategic-operational-tactical entities, linkages and processes in place to address CRSV challenges.
  o UN SG, SC & MS provides political direction and mandate.
  o OSVC Supports & monitors implementation of political directives.
  o UNA develops a homogenous approach towards addressing CRSV within network (13 UN entities).
TOE provides necessary legal and judicial advice to host Governments on CRSV (on invitation).

Combating CRSV in UN peacekeeping operations is operationalised by DPKO-DFS.

In DPET, the SV Adviser in PBPS and ITS are responsible for providing training assistance. OMA/PDT provides doctrinal and operational guidance.

At the Mission level, the SWPA/WPAs will provide the anchor on CRSV. CRSV is mainstreamed throughout all components of the mission.

The HR, Gender and CP components undertake respective functions as part of CRSV Mandate.

Missions will have a CRSV working group, chaired by SWPA and usually a SGBV sub-cluster under the humanitarian sub-cluster arrangement, chaired by UNFPA/UNICEF.

The Military G and CP FPs will work with SWPA, who in turn will be supported by unit level G/CP FPs.

Military entities at sector/provincial levels and local levels interact and coordinate with protection actors/working groups of UNCT/partners.

The Mission HQ is responsible to develop Mission strategies and implement the mandate using the political, institutional and financial resources available. The HQ also provides political guidance for mandate implementation through Mission Concept and sets mission-wide operational direction including decisions on resource allocation in case of competing priorities. In Missions with protection of civilians (PoC) mandates, the Mission HQ develops a mission-wide integrated approach, as well as leads and directs the heads of all mission components and ensures unity of
effort and coherence among all UN entities. Coordination with other components and integration with all actors is essential for optimising the effect.

**Mission Approaches**

- Political Dialogue;
- Advocacy;
- Constructive engagement;
- Assist Host State;
- Report to the Security Council;
- End impunity;
- PoC;
- Promote equality, participation & empowerment.

---

**Political Engagement in the Context of CRSV.** Political will and vision are vital if CRSV is to be effectively addressed. Political engagement with parties to the conflict are based on the Mission Political Strategy in addressing CRSV. Some of the major aspects of political engagements are:

- Reminding National political/military leadership of their obligation to protect populations from violations of international human rights and humanitarian law.
- Applying political pressure on perpetrators/abusive groups with a view also to advance accountability and combat impunity.
- Reviving the political process (including electoral security for women).
- Demilitarisation and ceasefire monitoring (including prevention and response to sexual violence).

Senior managers of the Mission need to develop 'good offices' to implement reform, elicit 'commitments' from the political, military and civilian leaders of parties to the conflict, and address impunity.

Political engagements are usually carried out by HoM with parties to the conflict, neighbouring countries, host Government and local communities. The **Head of Military Component (HoMC)** may be required to engage with host State authorities/parties to the conflict in specific conditions.

Some of the key political messaging in the context of combating CRSV are:

- Promote development of effective approaches/frameworks and National capacities to prevent CRSV.
- Promote host State responsibility and accountability to protect the population from violations.
- Obtain commitments on preventing and responding to CRSV.
Address CRSV in mediation efforts, ceasefire and peace agreements and their implementation consistent with UN policy.

- **Highlight:**
  - ‘Impunity for incidents of CRSV’ will not be tolerated by the international community.
  - ‘Amnesty provisions’ do not apply to perpetrators of CRSV.
  - ‘Sanctions’ shall be levied at the global level for CRSV incidents.

---

The responsibility to implement the CRSV mandate lies with the Head of Mission (HoM) by ensuring unity of effort and coherence among all mission components. Addressing CRSV is a mission-wide responsibility demanding integrated planning, preparations and operationalization of the mandate by the military, police and civilian components with other partners.

a. **Framework.** In combating CRSV, the HoM is also assisted by the Senior Management Group (SMG) on POC, Protection Advisory Group (PAG), Mission’s POC and CRSV Working Groups; the Human Rights Component; and protection cluster/sub-clusters (SGBV sub-cluster and child-protection sub-cluster) in addition to the Joint Operations Centre (JOC) and Joint Mission Analysis Centre (JMAC).

b. **Guidance and Mainstreaming.** Prevention and response measures to combat CRSV are mainstreamed and reflected in Mission documents, such as the Mission Concept, Mission POC strategy, Military and Police Component Concept of Operations (CONOPS), Operations Orders (OPORD), Directives and SOPS, and other civilian substantive component work plans.
c. **Coordination.** Effective coordination between the Mission’s Senior Protection Advisor (SPOCA), Senior Child Protection Advisor, Senior Gender Advisor, Director of Human Rights Division and Senior Women’s Protection Adviser (SWPA) is crucial for an integrated and coordinated approach to prevention and response to CRSV.

---

**Protection Working Group (Senior Management Group on Protection).** In most missions the Deputy SRSG (DSRSG) acts as the lead/coordinator on matters to protect civilians from physical violence. The Protection Working Group (Protection-WG) comprises the heads of mission components, integrated entities and representatives from the UNCT. The Protection-WG is responsible to develop and implement POC Strategy; ensure consistency between various mission and integrated strategies, coordinate POC activities; review reports and recommendations; provide guidance on policy or operational responses to protection threats/challenges, including the use of mission assets; engage, consult and coordinate with national authorities; oversee implementation of the Human Rights Due Diligence Policy (HRDDP); take required political action to mitigate imminent threats of violence on civilians; and manage resources and capabilities required to implement the Mission’s POC mandate.

**Mission POC Strategy.** The protection of civilians is a primary responsibility of the host State, consistent with their obligations under international human rights and humanitarian law. UN peacekeepers are authorized to undertake actions to protect civilians either in support of or parallel to government actors. Peacekeepers may also act independently to protect civilians from physical violence in the absence of an effective host government effort or willingness to
protect, or where government forces themselves pose a threat to civilians. The POC mandate of peacekeeping missions specifically emphasises protection from sexual violence in POC mandates. Under the three-tiered approach to protection of civilians, the Military component can play a significant role in providing protection from physical violence (tier 2) and establishing a protective environment (tier 3). It is essential that POC considerations must be applied to military functions (assessment, planning, task execution, reporting, monitoring, etc.) to enhance efficiency and effectiveness in implementing POC mandates. The military component of a UN peacekeeping operation plays a vital role in the protection of women and children as part of its POC and human rights responsibilities, which includes preventing and responding to CRSV and monitoring and reporting of incidents of CRSV. The risk of the occurrence of CRSV incidents should be taken into consideration throughout the planning process (with a focus on early-warning) and execution of operations.

- **POC Action Plan.** POC Action Plan is an annex to the Mission’s POC Strategy and guides activities to manage and implement POC Mandate. It is a conduit for the alignment and timely joint implementation of preparedness or response tasks.

- **Comprehensive National Strategy to Address CRSV.** The Comprehensive Mission Strategy to address CRSV reflects the vision and joint peacekeeping-UNCT objectives and priorities to prevent sexual violence, protect individuals at risk or victims, combat impunity, and provides for methodology of implementation. The strategy is the bedrock of formulating a joint Government-UN multi-sectoral programme. In addition, the host State is required to prepare a National Strategy and Action Plan to prevent CRSV and impunity.

- **CRSV Work Plan.** The CRSV Action Plan for the Mission will be prepared by the SWPA in consultation with Human Rights and Gender WPA, and coordinated with all mission components. CRSV work plan must be mainstreamed throughout all the Mission components and their mandated activities.

- **Working Group on CRSV.** At the Mission Level, a technical-level Working Group on CRSV (WG-CRSV) guided by the SMG-Protection strengthens coordination between the Monitoring Analysis and Reporting Arrangements (MARA), 'commitments', protection activities, including the use of early-warning indicators on CRSV, as well as capacity building activities. The WG-CRSV will be coordinated by the SWPA and will comprise Human Rights and Gender WPAs (HR-G WPA); Child Protection Adviser (CPA); representatives from the civil affairs, political affairs, Security Sector Reform, Disarmament, Demobilisation and Reintegration, and justice reform sections; focal points from the military and police components and members from the UNCT.
### Key responsibilities per component in addressing CRSV:

#### Senior Women’s Protection Adviser:
- Coordinate MARA and compilation of reports;
- Obtain ‘commitments’, support Action Plans and monitor;
- Strengthen coordination in mission and with UNCT;
- Support capacity building of mission personnel to address CRSV;
- Mainstream CRSV throughout mission components.

#### Human Rights (including WPAs):
- Monitor, report, analyse and investigate;
- Address impunity, support legal assistance;
- Participate in Joint protection teams, support early warning;
- Support implementation of HRDDP.

#### Gender (including WPAs):
- Promote gender equality, participation and representation of women;
- Mainstream gender perspectives to eliminate discrimination and strengthen equality;
- Participate in Joint protection teams;
- Build capacity of mission personnel to address CRSV.

#### Child Protection:
- MRM;
- Negotiate release of children; negotiate and support Action Plans on child recruitment and SV;
- Coordinate with UNCT, in particular UNICEF and Child Protection sub-cluster;
Support implementation of HRDDP.

**Civil Affairs:**
- Risk analysis (threat and vulnerability assessments) and relay information on risks and threats;
- Support protection actors to identify, plan and take concrete steps and make contact with parties;
- Reconciliation and conflict management at the local level.
- Planning and implementation of joint civil-military POC initiatives.
- Gender sensitive & security oriented QIPs.

**Public Information:**
- Broadcasting key messages on CRSV/SGBV i.e.
  - Prohibition of all forms of CRSV/SGBV;
  - Responsibilities of state & non-state actors, national laws/policies;
  - Work of the government, mission & UNCT.
  - Survivor assistance, referral arrangements;
  - Partnership with national & regional media.
- Training for national media on how to report on incidents of CRSV/SGBV, promoting anonymity etc.

**Security Sector Reform:**
- Ensure gender sensitivity, women’s participation and that SS is accessible to women and girls;
- Ensure perpetrators of serious crimes including SV are not integrated through effective vetting;
- Support training for security personnel, identification of high level focal point and development of Code of Conduct to prohibit and address CRSV committed by SS;
- Strengthen oversight and accountability.

**Justice Reform:**
- Legislative and policy reform to address SV;
- Gender sensitive and accessible, promote inclusion of more women;
- Train on CRSV and SGBV;
- Address protection of witnesses, survivors and families.

**Disarmament, demobilisation and reintegration:**
- Provide insight on causes, patterns, perpetrators;
- Vet ex-combatants;
- Support trauma and reintegration support to women/girls formerly associated, and ex-combatants;
- Ensure women and girls in cantonment sites are protected.
Women's Protection Advisers (WPAs)

Security Council Resolution 1888 mandated the deployment of Women's Protection Advisers (WPAs) into Missions addressing CRSV to coordinate, mainstream and support the implementation of the CRSV mandate by the peacekeeping operation. In the Mission HQ, a Senior WPA (SWPA) is located in the Office of the Special Representative of the Secretary-General (OSRSG) or the Office of the Deputy SRSG. Usually the Gender unit of the Mission is responsible to address Sexual and Gender Based Violence (SGBV) and the SWPA addresses CRSV where deployed.

WPAs commonly have the following key functions:

a. Advise the HoM/Mission Leadership Team (MLT) on political engagement in addressing CRSV and participate in senior level strategic planning and decision making forums;

b. Convene and coordinate Working Group on CRSV (WG-CRSV);

c. Establish a Monitoring, Analysis, Reporting Arrangement (MARA) on CRSV;

d. Monitor, report, analyse and investigate; and

e. Develop dialogue for commitments to address CRSV;

f. Mainstream CRSV concerns in mission policy and activities;

g. Support the inclusion of CRSV prevention and response activities in strategies, standard operating procedures, etc.;

h. Deliver training, assessments, and participate in Joint Protection Team (JPT) engagements, etc.; and,

i. Build capacity of mission personnel, governmental and civil society partners to address CRSV.

Missions will have a number of WPAs among Human Rights and Gender Components. WPAs strengthen mainstreaming of the CRSV mandate, and ensure
collaboration and coordination across mission components. The responsibilities of SWPA, HR-WPA and G-WPA (GWPA) are:

**Note:** Effective coordination between the Mission’s Senior Protection Advisor (SPOCA), Senior Child Protection Advisor, Senior Gender Advisor, Director of Human Rights Division and Senior WPA is crucial for an integrated and coordinated approach to prevention and response to CRSV.

All UN peacekeepers are expected to advance human rights through their functions. As guided by the Security Council, UN Peacekeeping Missions are mandated to make targeted interventions to combat CRSV through different arrangements/instruments such as Political Affairs, Human Rights (including Women’s Protection and Child Protection Teams), Gender, Civil Affairs, Public Information, SSR, DDR, Justice, Corrections, as well as the Military and Police components.

**Approaches.**

Major initiatives taken at the Mission level to address CRSV include:

a. **Political Dialogue.** Integrating CRSV concerns throughout peace and mediation processes; cease-fire agreements; etc.

b. **Advocacy.** Advocacy for prevention of CRSV and ending impunity with all parties to the conflict (including non-signatory parties) is crucial to foster accountability and responsiveness.

c. **Engaging with parties to the conflict.** Engagement with parties to the conflict to solicit specific commitments to prevent CRSV as well as monitoring the implementation of these commitments is important at
strategic and operational levels. Examples include soliciting prevention and accountability commitments which address CRSV as a criminal act; bringing those national security and law enforcement personnel, who have committed sexual violence to speedy and appropriate justice, etc.

d. **Community engagement.** Constructive engagement of communities and in particular with women is crucial for addressing their security concerns, improving self-protection measures, and promoting reconciliation.

e. **Reporting to the Security Council.** Monitoring, Analysis and Reporting Arrangements (MARA) initiated by Missions significantly help collection of timely, objective, accurate, and reliable information on the use of sexual violence by State and non-State actors; analysing trends and patterns of sexual violence; and to name and shame through listing in the Secretary-Generals Annual Report to the Security Council; and this information is also valuable for engaging parties for commitments on addressing CRSV.

f. **POC.** Missions staffed by a POC Adviser functions under a designated Deputy Special Representative of the Secretary-General (DSRSG) who is usually a lead to overview and guide daily POC mandate implementation and coordination mechanisms. The POC Adviser is responsible to support or advise DSRSG/Mission leaders in their efforts to manage Mission’s POC activities and coordinate, early-warning analysis and response (including on prevention of CRSV), planning, reporting, monitoring and evaluation processes, etc.

g. **Child Protection.** Most of the victims of CRSV are minors and hence need additional care in providing specific protection to the children. In the case of minor survivors, the Senior Child Protection Adviser (SCPA) must be informed and consulted for further action. The Monitoring and Reporting Mechanism (MRM) and MARA must be mutually reinforcing and complementary in addressing CRSV. UNICEF and Child Protection sub-cluster play a vital role in survivor assistance and referral arrangements for child survivors of CRSV.

h. **Gender.** Gender inequality and discrimination (socio-politico-economic-cultural and legal) is a root cause for CRSV. Gender component promotes equality, participation and empowerment which contribute to enhanced security for women and girls.

i. **Human Rights.** Preventing conflict related sexual violence is also core to the human rights mandate. In coordination with gender, justice and other components as appropriate, the human rights component is tasked to contribute to – inter alia – analysis of sexual and gender-based violence; devise effective strategies to prevent and respond to sexual and gender-based violence; support the establishment or implementation of laws, policies, institutions and practices which safeguard the equal rights of women and girls and protect all individuals against sexual and gender-based crimes in accordance with legally binding human rights treaties; and ensure accountability for violations and remedy for victims. The human rights component monitors, reports and carries out investigations on CRSV.
j. **Rule of Law.** Ensuring that CRSV concerns are integrated throughout Security Sector Reform/Defence Sector Reform (SSR/DSR) and Disarmament, Demobilisation and Reintegration (DDR) programmes; as well as through Justice Sector Reform (JSR);

i. **SSR.** Assistance through promoting oversight and accountability (including of leadership/ commanders) and responsiveness; prosecution of offenders (including through military justice) to end impunity; training and sensitisation on prevention and response to CRSV; improving conduct and discipline to prevent predatory practices and sexual violence; increasing accessibility and participation of women in the National Security Institutions; promoting better command and control systems; timely payment of salaries and provision of welfare and amenities; etc.

ii. **DDR.** Addressing vetting and screening of ex-combatants to prevent recruitment of offenders into the National Security Institutions (NSI); reintegration of ex-combatants left over from the newly created NSI; reintegration of offenders after completion of sentencing, reintegration of Women Associated with Armed Groups (WAAG)/bush wives and their children/families; addressing security concerns of women and girls in and around DDR camp sites; addressing weapons proliferation through weapons reduction programmes; addressing potential sexual violence incidents involving demobilised combatants; etc.

iii. **JSR.** Promoting legislative, policy and judicial reforms; promoting ratification of international instruments; institutional capacity building; support identification, verification and prosecution of offenders; protection of survivors, witnesses and their families; and provision of reparations, etc.

k. **Gendered Early-warning.** Strengthening prevention arrangements through the use of early warning, the work of the military and police components etc.

l. **Civil Affairs.** The civil affairs component carries out risk analysis (threat and vulnerability assessments), provides early-warning, engages with civil society and local communities; promotes reconciliation and conflict management at the local level; launches gender sensitive and security oriented QIPs; supports protection actors to identify, plan and take concrete steps and make contact with parties; and provides planning and implementation support to joint civil-military POC initiatives.

m. **Public Information.** The public information component undertakes targeted broadcasting of key messages on CRSV/SGBV; such as, on prohibition of all forms of CRSV/SGBV; responsibilities of state and non-state actors, national laws/policies; work of the government, mission and UNCT; survivor assistance, referral arrangements; partnership with national and regional media; and training for national media on how to report on incidents of CRSV/SGBV, promoting anonymity, etc.
n. **Police Component.** UNPOL component is responsible for capacity building and mentoring of host State law enforcement agencies (through Individual Police Officers) and protection of civilians, including from all forms of sexual violence (through Formed Police Units)

o. **Military Components.** UN Military Component is responsible to proactively prevent incidents, deter perpetrators, protect civilians, especially women and children and respond to potential, impending and on-going CRSV threats.

The UN Country Team (UNCT) primarily manages multi-sectoral, developmental and humanitarian initiatives at the country level; applying human rights based approaches among its programming principles and establishes humanitarian related protection clusters/platforms/working groups and develops referral arrangements for survivor assistance.

Collectively, UN entities enable the host State to enhance prevention and protection mechanisms, national ownership and responsiveness through:

- Development of coherent and comprehensive national strategies to combat CRSV and its harmonised application;
- Capacity development within the health, social welfare, justice and security sectors to respond effectively to CRSV;
- Legislative assistance, technical guidance and support legal reforms etc. for prosecution, provision of reparation, etc.;
- Strengthening services for survivors including health care, psychosocial support, legal assistance, livelihood support and socio-economic reintegration;
- Training/education/sensitisation of the host security forces (military, police and gendarmes) to prevent CRSV; prevent/eliminate predatory practices; adherence to strict codes of conduct to prevent the use of CRSV and other violation of
international human rights law; and to promote and protect the human rights of the people;
- Strengthening coordination through protection/SGBV clusters/sub-clusters and processes;
- Contributing to information sharing and early-warning; and,
- Facilitating coordination at national/provincial/local levels.

UNIT II: Coordination and Constructive Engagement

Coordination with the UN Country Team (UNCT), host State (authorities, security and law enforcement agencies, etc.), as well as constructive engagement with all parties to the conflict, including the armed groups/actors (as authorised) will be based on the Mission guidelines issued by the SWPA, who in turn should be fully kept informed on all such activities.

The Military Components approach to POC needs to incorporate its Civilian and Police Components while harnessing the actions of UN Agencies and NGOs through the Protection Cluster and host Nation partners.

Information must be shared, as appropriate, with POC partners. During planning and execution phases, appropriate consultation should be carried out with relevant UN and host authority actors. This approach must be replicated at provincial and local levels by Sector/Brigade HQs, battalions and sub-units, acting in concert with relevant partners.

**Coordination with UN Country Team (UNCT).** The UNCT is composed of representatives of UN Agencies, Funds and Programmes (AFP) that provide
humanitarian, early recovery and development support within a particular country or territory. UNCT is a source of extensive knowledge about the host country and the conflict situation and can help identify and build relationships with key national partners (national and local authorities as well as with local civil society groups). The partnership with UNCT should be based on a shared vision and common understanding of the operating environment among all UN actors. Coordination should include all members of the UNCT in order to ensure that efforts to address CRSV are multi-dimensional/multi-sectoral and harness the full capacity of the UN system. Human Rights and CIMIC officers are an effective link between the force, humanitarian agencies and human rights monitors and can keep commanders apprised of protection activities, including on sexual violence. HoMC/FC and the Force HQ Staff are expected to liaise with the elements of UNCT and coordinate functions, security, information and/or any other support including POC.

**Coordination with Protection Cluster.** UNHCR, OHCHR and UNICEF are the prospective country-level lead agencies of field protection clusters. The Gender Based Violence (GBV) Sub-cluster functions under United Nations Population Fund (UNFPA) and United Nations Children’s Fund (UNICEF). Mission WPAs, substantive experts/advisors and representatives of military and police components at the HQ and regional/provincial levels also take part in coordination meetings. Through WG-CRSV, the SWPA is required to provide harmonized messaging to all actors in the protection cluster.

**Coordination with Host State.** States bear the primary responsibility to respect, protect and fulfil the human rights of all persons within their territory and subject to their jurisdiction as provided for by international law. National ownership and responsibility in addressing the root causes of sexual violence in armed conflict are central to deterrence and prevention, as is challenging the myths that sexual violence in armed conflict is a cultural phenomenon or an inevitable consequence of war or a lesser crime. UN peacekeepers must promote responsiveness and accountability through active advocacy with all parties to the conflict and support capacity building of the national institutions to respond effectively to CRSV threats and end impunity.

Some of the key areas of support are:

a. Supporting host Government in:
   i. Building local and national response capacity;
   ii. Provision of remuneration and accommodation to soldiers;
   iii. Efforts in public information campaigns; and
   iv. Border control and counter human trafficking operations.

b. Liaising with Government authorities to advocate protection, deterrence and accountability.

c. Engaging National Human Rights institutions to monitor and follow up on CRSV cases.

d. Encouraging adoption of strict code of conduct by government forces and armed groups.

e. Restoring rule of law (fostering Gender justice).

f. Adherence to HRDDP.
Host State (with the support of the international community) must provide increased access to health care, psychosocial support, legal assistance and socio economic reintegration services (in particular in rural areas) for victims/survivors of CRSV. Women, civil society organizations, including women’s organizations, and formal/informal community leaders and networks play a vital role in exerting influence over parties to armed conflict in addressing CRSV, in addition to enhancing the community-level protection measures and supporting survivors in accessing justice and reparations. Leaders at the national/provincial/local levels, including traditional and religious leaders must be encouraged to play a more active role in sensitizing communities on sexual violence to avoid marginalization and stigmatization of victims/survivors, to assist with their social reintegration, and to combat a culture of impunity for these crimes.

The host Government must be requested to designate high-level interlocutors in the civil, military and police forces at the regional and provincial levels to address CRSV, in addition to designating a High Level Focal Point in the executive branch to coordinate the Government’s efforts to prevent and respond to CRSV/SGBV. The Mission HQ and subordinate HQs should convey key messages, issues of concern and secure ‘commitments’ for action. They should also highlight recurring issues of critical concern or obstacles to prevention of CRSV. All Mission components play a critical role in the implementation of commitments on addressing CRSV made by the host State.

**Coordination with Host Security Forces.** UN Military/police Components may be required to mentor or assist/operate together with national military/police forces to address CRSV. Liaison, coordination and conduct of joint operations with host military and police forces is vital for effective prevention and response to CRSV challenges in the Mission. The host State security forces are responsible for the safety and security of all the people in the country. The national police forces have a primary responsibility to enforce rule of law and maintain the law and order in the country. Through advocacy and capacity building, both entities need to be made more responsive and accountable for preventing the commission of sexual violence by their own personnel and take proactive steps to end impunity and prosecute members of armed groups that are involved in CRSV. Close liaison must be maintained with key leadership of the host State security forces including in the defence establishment, within the framework of the Mission Concept. The Mission may also be mandated to provide mentoring, advisory and training support to host military and police forces.

**Provision of Support to Host Security Forces.** In certain Missions, the UN Military Component may be mandated to support the host security forces to conduct legitimate operations as part of enhancing safety and security, protection of civilians, as well as to extend state authority. However, while providing such support, due care must be taken to the risk that human rights violations may be committed by these forces and UN support must be provided in conformity with the Human Rights Due Diligence Policy on UN Support to non-UN Security Forces. The HoMC and the Force HQ shall engage the top leadership of the host security forces/defence establishment in furtherance of the Mission mandate and in conformity with the Mission Concept.
Military Component entities shall liaise and coordinate, inter alia, the following activities:

a. Execution of operational activities of the military units and sub-units.
b. Provision of safe and secure environment, including POC, freedom of movement, etc.
c. Information sharing (including on threats and vulnerabilities to women).
d. Exchange of Liaison Officers and direct hotline communication for early-warning and coordination.
e. Conduct of joint planning (establish joint planning HQ, as required).
f. Conduct of joint training and rehearsals.
g. Conduct joint operations in the context of preventing or responding to CRSV.
h. Promote responsible and accountable conduct/operations by security forces (advocacy to prevent human rights violations, including CRSV, identifying offenders, screening of forces, etc.).
i. Provision of protection to key political leaders/stakeholders/vital institutions.
j. Support/assist mediation and negotiation measures to further peace process.
k. Accompanying the security forces of the host state to monitor and/or provide support for the implementation of commitments made in addressing CRSV.

Engagement with Parties to the Conflict. Political dialogue, constructive engagement and coordination with parties to the conflict are effective tools for prevention of CRSV.

All parties to the armed conflict are to:

a. Bear the primary responsibility to ensure the POC, and to promote and protect human rights;
b. Ensure complete cessation of all acts of sexual violence;
c. Identify and release women and children (since vulnerable to sexual violence) who have been abducted from their custody;
d. Thoroughly investigate all reports of sexual violence committed by civilians/military personnel and bring alleged perpetrators to justice;
e. Carry out political dialogue in the context of broader discussions of conflict resolution with the parties to the conflict, taking into account, inter alia, the views expressed by women of affected local communities;
f. Make and implement specific time-bound commitments to combat sexual violence (refer to Strategic Module, Part III, for details of commitments);
g. Uphold the principle of command responsibility, civilian and military leaders demonstrate commitment and political will (authority and powers) to prevent sexual violence in accordance with IHRL and IHL; and to combat impunity and enforce accountability;
h. Enforce appropriate military disciplinary measures;
i. Train troops on the categorical prohibition of all forms of sexual violence against civilians;
j. Debunk myths that fuel sexual violence;
k. Vet/screen armed and security forces to take into account past actions of rape and other forms of sexual violence;
l. Evacuation of women and children under imminent threat of sexual violence to safety; and,
m. Prohibit all forms of attacks against humanitarians and provide unfettered access to humanitarian staff.

To enforce deterrence, the Mission and Force HQ should ensure that parties know that monitoring is taking place, that responsibilities are documented and that they will be held accountable for their acts of commission and omission of serious human rights violations, including CRSV.

**Engagement of Armed Groups/Perpetrators.**

a. Mission HQ level. Constructive engagement of armed groups/actors involved/alleged/suspected of committing CRSV is crucial to protect vulnerable sections of the population.

b. Following actions at the Mission level merit attention:

i. Key leader engagement to enforce responsibility and accountability.

ii. Active advocacy:

- To cease all violations of international human rights and humanitarian law (including CRSV), and release hostages/sex slaves;
- Designate interlocutors to address CRSV at HQ and local levels;
- Inform that activities of armed groups/perpetrators are closely monitored, recorded and reported;
- Sensitise that amnesty provisions will not be applicable to CRSV offenders.

c. Facilitate initiation of legal proceedings to prosecute offenders through national criminal justice system or through ICC/special tribunals.

d. Invite ‘listing’ of the armed groups perpetrating CRSV.

e. Support host State to arrest, disarm and prosecute CRSV Offenders in order to end impunity.

f. Undertake military operations to deter/disarm perpetrators, prevent and respond to CRSV incidents to protect civilians.

g. Target potential perpetrators (demobilized combatants, urban gangs, unemployed youth, etc.) through DDR programmes, vocational trainings, self-employment schemes, legal awareness, etc.

**Military Component Level.** The UN Military Component is one of the significant instruments, albeit part of the wider and multidimensional approach to combat CRSV. With CRSV being perpetrated mostly by armed elements and government forces, the UN Military Component is best placed to leverage its capacities, including the authorization for use of force to prevent incidents of sexual violence, protect civilians from physical violence and to effectively neutralize CRSV threats. For military units and sub-units, it is imperative to seek contact with armed groups so as to engage them to prevent sexual violence (advocacy to influence their behaviour and actions), acquire information on their activities and whereabouts, and assess their intentions and capabilities. In the case of confirmed offenders who have committed CRSV, military units/sub-units shall disarm/detain and hand them over as
per Mission SOPs. Engagement will be based on the Mission guidelines and SOP issued by the SWPA. Some of the suggested actions are:

a. Engage key leaders/contact persons to convey that the international community and the UN will hold all perpetrators accountable for human rights violations, including CRSV and will be prosecuted as per national/international laws as applicable.

b. Demand armed groups/actors to cease all activities pertaining to CRSV and release hostages/sex slaves with immediate effect.

c. Make them know that their activities are being closely monitored and reported.

d. Target potential perpetrators (demobilized combatants, urban gangs, unemployed youth, etc.) to keep them away from crime through productive activities such as vocational training, recreational activities, SSR, DDR, etc. and sensitisation.

UNIT III: Procedural Aspects

Key messages for advocacy will be developed and provided by the Mission SWPA to all the components. Due to the spread of deployments, operational reach and resources, military units play a vital role in advocacy on prevention of CRSV. UN military commanders carry out advocacy with the host State Government authorities (civil/military/police officials), parties to the conflict, armed groups (State/non-State actors), and local communities based on their respective levels and taking into account the specific sensitivities on the ground.

The following points will be kept in mind while carrying out advocacy as part of outreach and engagement on protection related and human rights issues (including CRSV), SSR and DDR processes with the target audience:

- Advocacy is a command responsibility, not delegated below the level of Company Commander.
Advocacy shall be in consonance with Mission POC strategy and specific directives which reflect coherent and harmonized messages of all actors (Human Rights, POC, Gender, CRSV and Child Protection components).

- Advocacy should be carried out jointly or in consultation with designated focal points in lead (e.g. SWPA/HRO/CPA, etc.).
- All interactions and exchanges shall be reported through chain of command and in parallel to the SWPA.
- Advocacy on the prohibition of committing CRSV should not be carried out in isolation of other serious IHRL and IHL violations.

Advocacy with the host Security Forces must address the following:

- The role of national security forces in prevention of human rights violations, including CRSV.
- International standards for the protection of women and children’s rights.
- The conduct and discipline of officers and soldiers (during on and off duty periods) to restrain them from predatory practices leading to sexual violence and support the investigation and prosecution of perpetrators of CRSV under national laws.
- Cantoning and confinement of soldiers and police personnel in camps and to exercise controlled movement outside the camp in identifiable uniforms (to promote accountability and responsibility).
- Timely payment of salaries, welfare and recreational facilities for the troops to help prevent predatory practices.
- Sensitise government security and law enforcement institutions on gender and human rights (including through training and education) to change gender discriminatory norms and practices, attitudes and promote respect for human rights.
- Removal/dismantling of unauthorized checkpoints and roadblocks to prevent harassment and extortion.
United Nations Conflict-Related Sexual Violence (UN-CRSV) Specialized Training Materials for TCCs

- Declaring market areas as ‘weapons free zone’ to facilitate women’s safe economic activity.
- Declaring Refugee, IDP and DDR camps as ‘weapons free zone’.
- Host security and law enforcement forces to also consult with the local women on their protection needs and design protection measures as appropriate.
- Security at border check points to prevent human trafficking for sexual slavery and forced prostitution.

Active advocacy:
- To cease all activities pertaining to CRSV and release hostages/sex slaves with immediate effect;
- Convey that all perpetrators will be held accountable for their human rights violations, including CRSV and will be prosecuted as per national/international laws as applicable;
- Inform that their activities are closely monitored, recorded and reported; and,
- Sensitise that amnesty provisions will not be applicable to perpetrators of CRSV.
A Monitoring, Analysis and Reporting Arrangement (MARA) as per Security Council Resolution 1960 is established in Missions with a CRSV mandate.

An effective MARA mechanism is required to ensure the systematic gathering of timely, accurate, reliable and objective information on CRSV against women, girls, boys and men in conflict, post-conflict and other situations of concern.

MARA facilitates development and roll-out of comprehensive strategies, informs the SRSG-SVC and Security Council and institute effective prevention and response measures to address CRSV.

MARA is supported by WG-CRSV, and builds upon other existing working groups/forums addressing protection and sexual violence. The WG CRSV provides the avenue to discuss on all incidents, allegations and investigations of CRSV in order to enhance a coherent and coordinated UN response.

Various mission components contribute to MARA (e.g. Human Rights, POC, Gender, Child Protection, Civil Affairs, DDR, JMAC, UNPOL and Military) in collaboration with the UNCT. In addition, a wide variety of sources (health and psycho-social services, civil society including women’s and youth groups, religious institutions, governmental institutions etc.) feed information into the MARA.

The UN Military Component (Force HQ/Sector HQ, Military Observers, Military Liaison Officers and contingents) play a vital role in providing relevant information and analysis to feed into MARA.
Sexual violence has long been difficult to detect, particularly when committed during or in the wake of war. However, mass rape, like mass murder, does not happen without warning. Often it is planned, permitted and therefore preventable. Early-warning of a potential/impending/ongoing threat to women and girls as well as men and boys is one of the vital operational requirements to effect timely and rapid response to mitigate the risk. Prevention and response can be more effective when the mission resources and entities have an efficient system of early-warning that provides a clear picture of emerging threat manifestations.

Based on the directions from the Secretary-General’s Policy Committee in December 2010 (Decision No. 2010/30) and the Security Council resolution 1888 of 2009 (operative para. 24), a Matrix for Early-Warning Indicators of CRSV was created, primarily to encourage proactive, and not only reactive, approaches to CRSV. The early-warning matrix is an illustrative, system-wide reference document, planning tool and inventory that can be adapted and integrated into existing and emerging early-warning and prevention systems at the local, national and regional level, on a case-by-case basis. This framework aims to help field personnel to not only detect, but also to anticipate spikes in CRSV. The indicators are signals of potential, impending or ongoing sexual violence. The indicators help to analyse changes in the operational environment. For instance, in the mobility patterns of women and girls (e.g., absence from schools or market-places), in the conduct of armed groups (e.g., pillage or proximity to civilian centres), or in terms of escalated political rhetoric (e.g., ethnic/gender-based propaganda/hate-speech). This analysis can inform ‘hotspot mapping’ of the location and timing of violations, as well as help to identify when seemingly isolated incidents may point to a larger pattern. In coordination with WPAs and other human rights/protection actors, indicators of imminent threat should be identified and integrated into established protection tools and arrangements in order to strengthen efforts to prevent incidents of CRSV from taking place.
UN Peacekeeping Missions have a structured and versatile early-warning framework in place, incorporating all the stakeholders working in unison for peace and security. Early-warning of a potential or impending threat to women and girls as well as men and boys can trigger spontaneous preventive responses, both at political as well as operational levels. Early-warning should prompt analysis of changes in the operating environment and inform ‘hotspot mapping’ of the location and timing of violations. Mission early-warning framework must integrate and harmonise the systems and mechanisms of all actors in the field and be versatile to effectively address evolving challenges. All mission entities and host security establishments must be connected through ‘hot line’ communication. It not only helps to alert vulnerable sections of population, but also supports rapid response by military peacekeepers in time and space to address the threat.

Greater sensitivity is expected from military peacekeepers to early-warning indicators, including increases in cases of sexual violence. The Mission early-warning framework acts in a complementary manner to the Force HQ surveillance and monitoring framework that is active 24/7, day and night and all weather. Dedicated means of communication (e.g. cell phones, radios, INMARSAT, etc.) will have to be established with vulnerable communities, Community Liaison Assistants (CLA) and other civilian sources of Community Alert Networks (CAN) for timely passage of information. Local alarm schemes and immediate response measures must be instituted for each vulnerable area. Predetermined signalling of danger to women and girls must be coordinated and rehearsed (bells, drums, announcements, yells, signal fires, etc.). Establishment of an effective early-warning framework and the knowledge of its existence will also deter perpetrators to commit sexual violence. When the perpetrators experience or foresee a quick response from the UN military based on the early-warning, it will act as a strong deterrent over time.

A diagrammatic depiction of a model UN peacekeeping mission early-warning structure with various elements, systems and channels of reporting is attached at ‘Annex H’.

Some of the measures to enhance early-warning on sexual violence are:

- The Mission HQ (WPA) shall prepare and disseminate a mission-specific list of early-warning indicators with regard to CRSV.
- The military component (commanders/Staff/UN Military Experts on Mission/units/sub-units) shall institute measures to identify threats, report and respond based on mission-specific early-warning indicators.
- Units and sub-units must develop early warning indicators (including in consultation with local women’s organizations/associations/leaders) for their respective areas and train the military peacekeepers in recognising, reporting and responding on these indicators.
- All static (COBs, OPs, CPs, etc.) and mobile elements (patrols, detachments, mobile columns, etc.) of the military component shall act as early-warning centres (EWC).
Targeted employment of monitoring and surveillance assets, such as, UAVs, radars, sensors, night vision devices (area and individual), etc. is a must to augment efforts of EWCs.

- Ensure speedy passage of information to relevant entities (vertical and horizontal) and reporting through chain of command. Simultaneously ensure parallel reporting of early-warning indicators on CRSV to designated officials (PAs/SWPA).

- Early-warning inputs and corresponding responses at all levels must also be fed to JOC and JMAC.

- Military Operations Centre at the Force and Sector/Brigade HQ, as well as Battalion and Company Operation Centres will maintain hotline communication and VTC, 24/7 to coordinate and direct military responses to the warnings received.

In coordination with WPAs and other human rights/protection actors, indicators of imminent threat should be identified and integrated into established protection tools and arrangements in order to strengthen efforts to prevent incidents of CRSV from taking place.
Allegations received or observed by the military component in their work that may amount to human rights violations shall be promptly recorded and shared with the human rights component for verification, investigation and follow-up by the latter, as appropriate.

Incidents/information of potential/impending and ongoing human rights violations, including CRSV must be reported immediately by the military peacekeepers through the chain of command.

All reporting should use sex-disaggregated data, so that any possible differences between women, men, girls and boys can be identified, analysed and responded to.

As a sequel, parallel reporting to the designated officials at the Mission HQ is also mandatory. Whilst incidents of sexual violence might appear to be taking place in an ad-hoc manner, they may actually be taking place in a widespread manner – hence the necessity to report all alleged incidents via the chain of command as well as to human rights officers, WPAs, CPAs, protection advisers, etc. as applicable.

Speedy passage of available information is important to alert and possibly initiate pre-emptive actions by the first responders. It is preferable that the verification, confirmation and corroboration of the information on sexual violence are done concurrently without delay. Records and documentation of potential/impending and ongoing sexual violence cases must be maintained at COB/Battalion HQ level.

In consonance with the principle of ‘do no harm’, military peacekeepers shall maintain the confidentiality and anonymity of victims/survivors of sexual violence (including children) in reporting (i.e. the names of victims/survivors, details of their families, witnesses or sources of information should not be included in any reports).

Refer to ‘Annex I’ for the channels and contents of reporting for CRSV incidents.
Host State has the primary responsibility for the provision of services to the survivors of sexual violence. UNCT and other humanitarian organisations support the host State in providing assistance to the survivors usually through a designated service provider. Mission Components may supplement where needed in line with the specific referral pathways applicable to the country situation.

UN military peacekeepers/detachments must provide immediate support to the victims/survivor, including:

- Provide first aid, food, water, clothing, as well as safety and security.
- Respect the privacy, confidentiality and wishes of survivor(s).
United Nations Conflict-Related Sexual Violence (UN-CRSV) Specialized Training Materials for TCCs

- Refer to appropriate service provider or health centre (according to the wishes of the survivor [informed consent] and as per referral arrangements) in accordance with guidance already provided or in consultation with the SWPA.
- Inform the local police after obtaining informed consent from the survivor and in consultation with the SWPA.

UN entities and donors shall provide timely assistance in the following:
- Non-discriminatory and comprehensive health services, including sexual and reproductive health, psychosocial, legal, and livelihood support and other multi-sectoral services for survivors of sexual violence, taking into account the specific needs of persons with disabilities;
- Support national institutions and local civil society networks in increasing resources and strengthening capacities to provide the services.

Refer to ‘Annex I and Annex J’ for assistance to survivors.

In many remote locations within the Mission, the military units/sub-units are the first point of contact for a victim/survivor. Handling of victims/survivors will be based on the Mission SOP on Referral Arrangements issued by the SWPA in consultation with service providers. After reporting the incident/information through the chain of command and in parallel to the designated officials (SWPA/HR-WPA/G-WPA/GA/CPA/HRO), the on-scene commander is required to take actions as per the referral card.

A suggested model of Referral Arrangements/pathways in UN Peacekeeping Mission is attached at ‘Annex J’.
Military units and sub-units must work with humanitarian agencies to establish grassroots referral networks for sexual violence victims/survivors to facilitate access to medical/psychosocial support. Important actions to be carried out are:

- For CRSV survived children, follow protocols provided by the CPA/Mission HQ.
- All UN military detachments must carry the ‘Referral Card’ indicating contact details and procedures for victim/survivor assistance for speedy processing of assistance.
- Respect confidentiality and wishes of survivor as to whom to inform (friend/mother/family member or a social worker) and which service provider/health centre should be approached.
- Preferably a friend/mother/family member or a social worker should accompany the survivor.
- UN Military to transfer the survivor to the service provider/nearest health centre with PEP facility as identified by WPAs.
- All actions beyond admission to health centre are coordinated by the designated service provider.
- Depending on the gravity of the situation and when emergency support is essential, additional resources/help from the Battalion/Force HQ/Mission HQ may be sought.

Investigations of CRSV are usually conducted by the host law enforcement officials and where required, supported by the UNPOL Human Rights Component and designated mission officials (e.g. SPOCA, SWPA, GWPA, HR WPA, CPA, etc.).

UN Military peacekeepers shall not themselves carry out investigations with regard to CRSV; while in some cases, joint investigations, follow-up and advocacy can be undertaken under the direction of the Head of Mission and the coordination of the human rights component.

Respect for confidentiality must always be maintained. In exceptional circumstances (when designated officials or local police are not available or when security
do not permit them to investigate), UN military commanders and military observers, supported by female peacekeepers may be authorised to carry out preliminary enquiries to support formal investigations.

Military peacekeepers may also form part of a Joint Investigation Team (JIT) if required and provide support to human rights mobile teams carrying out human rights investigations.

As a matter of routine, UN military peacekeepers provide security cover to the investigating team and provide logistics support (transport, food, accommodation, communication, etc.).

To end impunity, it is essential that perpetrators of CRSV are prosecuted through the host State criminal justice system (primary jurisdiction) or before the ICC or appropriate international tribunal, as applicable. It is the responsibility of host State police and justice system to arrest and prosecute alleged/confirmed perpetrators/offenders. The UN Military derives its authority to detain/disarm perpetrators of CRSV from the respective Security Council Resolutions/mandates with special authority elaborated in mission-specific military rules of engagement and status of forces agreements, directives on the use of force and applicable international human rights, humanitarian and refugee law, norms and standards.

UN military peacekeepers may detain alleged perpetrators/confirmed offenders in accordance with their ROE and subsequently hand over to the local police or designated State authorities as per the Interim SOP on Detention in United Nations Peace Operations.

Other cases will be dealt with by the local law and order agencies, unless otherwise specified by the Force/Mission HQ and addressed in other UN policies and guidance.
IDP/Refugee camps are usually managed by humanitarian agencies. In situations of exodus, there could be ad-hoc camps which are semi-controlled or not controlled by host governmental authorities.

Dealing with threats to women and girls from within or outside the camp has always been a challenge. As a matter of legality and practice, the local police have the executive authority to deal with threats to women and girls, as well as men and boys. UN Police when vested with executive authority can also take appropriate policing actions to mitigate threats.

In cases where the threats are beyond the capacity of the local and/or UN police, UN military elements may, subject to the mandate of the Mission concerned, be employed on specific request from the humanitarian agency concerned (e.g. UNHCR) and as approved by the HoM. However, such operations should always be conducted as joint operations with host police/UN Police, as well as representatives from the humanitarian and host law enforcement agencies.

Subject to the terms of the mandates of the Missions concerned, UN Military peacekeepers may be employed for the following tasks jointly with UNPOL/local police/host military force with regard to IDP/Refugee camps:

- External security cover.
- Perimeter Security.
- Patrolling inside the camp.
- Specific cordon and search operations.
UNIT IV: Role & Responsibilities of the Military Component

The military component of peacekeeping operations plays a vital role in the protection of women and children as part of its mandated tasks of protecting civilians and protecting human rights. Everything that the UN Military does contributes to provide a safe and secure environment, protection of civilians and restoration of state authority. It can reassure populations, build confidence and faith in the peace process and contribute to broader Mission objectives. Since combating sexual violence is a recently mandated obligation of the military peacekeepers, it is imperative that the tactics, techniques and procedures must be oriented and systematized to address CRSV threats and challenges optimally. Military peacekeepers must be sensitive to the threats and respond with the seriousness it deserves. Understanding the human rights situation as well as gender, ethnic, religious and economic dynamics of the societies relates directly to conflict resolution. Military peacekeepers must always be approachable, accessible and responsive to the vulnerable population and help the women to protect their lives and livelihoods.

Subject to the terms of the mandates of the particular Missions concerned, the key areas of response undertaken by the Military Component include:

- Constructive engagement of armed groups (to end impunity and enforce accountability), host State authorities - civil, military and police – (to be responsive, accountable and proactive) and local communities (to develop joint protection measures).
- Advocacy on key messages pertaining to combating CRSV as per Mission SOP.
- Assistance in mediation and reconciliation efforts to prevent CRSV.
United Nations Conflict-Related Sexual Violence (UN-CRSV) Specialized Training Materials for TCCs

- Identification, analysis and recording CRSV threats.
- Gender-sensitive monitoring and surveillance of alleged perpetrators and vulnerable areas/populations to obtain early-warning.
- Physical domination of vulnerable areas (with static and mobile elements).
- Provide security to designated key national stakeholders/leaders.
- Reporting on ongoing CRSV and providing early-warning on potential or impending CRSV incidents/threats.
- Supporting deployments of human rights staff to areas at risk of CRSV and other human rights violations.
- Assistance in identification, detention and prosecution of perpetrators.
- Extraction of victims of CRSV.
- Disarming CRSV perpetrators and armed groups/actors.
- Execution of ‘Referral Arrangements and Survivor Assistance’ as per Mission SOP on Combating CRSV.
- Facilitating access for humanitarian personnel to provide services for the affected population.

**Approaches.** The Military Component in peacekeeping operations must protect civilians against sexual violence. Primarily, women and girls are most vulnerable in conflict and post-conflict situations, compounded by increased tendencies by armed actors to use sexual violence as a strategy and tactic of war. Military commanders need to develop creative and practical approaches to protect women and children from CRSV as per mission-specific operational environment.

Some of the steps that enhance responsiveness to combating CRSV are:

a. **Mainstreaming.** Mainstreaming CRSV concerns and mandated arrangements through operational orders, guidance; planning processes, operational coordination (including designation of lead staff branch) as well as training;

b. **Accountability.** Establishing command responsibility, setting priorities and sensitisation (through interactions and in-Mission training), as well as implementing prevention and response measures to address CRSV;

c. **Analysis.** Identification, analysis and recording CRSV threats and incidents;

d. **Coordination.** Coordinating prevention and response activities with other Mission components as well as protection forums, working-groups, clusters and mechanisms at appropriate levels;

e. **Prevention.** Instituting comprehensive and proactive measures to prevent CRSV;

f. **Response.** Responding in a timely, credible, effective and positive manner to CRSV threats;

g. **Female Military Peacekeepers.** Representation of female military peacekeepers in frontline duties can augment community engagement, particularly with local women and children; and,

h. **Focal Points.** Designation of CRSV Focal Points to work alongside WPAs and other designated focal points (SPOCA, CPAs, HROs, GAs, etc.) and establishing clear reporting lines vis-à-vis civilian staff members.
The fundamental role of the Force Headquarters (Force HQ) is the command and control of the mission’s military operations in support of the implementation of the mission’s mandate. All POC related emergencies; including threat of sexual violence in conflict is a priority responsibility for the Force HQ.

**Use of Force.** The ROEs of missions having a mandate to use “all necessary means” to protect civilians authorise the use of force, up to and including deadly force to protect civilians under threat of physical violence. The use of force by the UN Military Component is governed by the UN Charter, IHRL, IHL when applicable, relevant SCRs, ROE and other relevant UN policies and guidelines. A visible UN presence, with the right posture and profile, can deter potential perpetrators of sexual violence and inspire a sense of security among the local population. Willingness to take decisive action, if needed, considerably increases the credibility
of the UN in the eyes of the civilians on the ground and the wider international community. Following points must be kept in mind while using force:

a. All commanders must ensure that the application of force is legal and controlled;

b. International legal principles of proportionality, minimum use of force and avoidance/minimising collateral damage must be complied with;

c. The key peacekeeping principles of ‘consent’, ‘impartiality’, and ‘non-use of force except in self-defence and defence of the mandate’ shall remain primary at all times;

d. Any application of force should be graduated and allow for the minimum use of force to any given situation, up to and including deadly force;

e. The use of force shall abide by the principles of ‘military necessity, distinction, proportionality and avoidance of collateral damage’.

f. The use of force beyond self-defence may only be applied as authorised by the Security Council in the circumstances and/or for the mandated tasks so authorised such as for the POC and stabilisation operations.

g. The FC or the commanders to whom the authorisation has been delegated, retains command responsibility over the use of force and respect for the ROE.

The human rights role and responsibilities of UN military peacekeepers are:

- Respect, promote and protect human rights norms and standards in performing operational tasks.
- Ensure planning and execution of operations integrates human rights implications and mitigating measures.
- Be able to recognise a human rights violation and be prepared to take action when confronted with human rights violations in accordance with Mission Mandate and ROE.
- Record and share alleged human rights violations with the Human Rights Component for verification, investigation and follow up.
- Anticipate, plan and prepare for possible crises, escalation of violence and upsurges of human rights violations, including CRSV.
- Provide escorts, conduct joint advocacy and assist in human rights investigations.
- In situations warranting measures to prevent or halt serious human rights violations, responses by the military component may include joint planning to rapidly deploy to volatile areas, support deployment of human rights mobile teams to areas at risk, advocacy with potential perpetrators, proactive deterrent joint patrolling and – as a last resort – the use of force to protect civilians in accordance with the RoE.

**HoMC/FC Responsibilities.** POC is a command responsibility. The HoMC/FC shall be responsible for the following command functions in relation to CRSV:

a. Define military objectives, benchmarks, mission and tasks and issue necessary orders/guidelines to military component in relation to issues of POC including CRSV based on mission’s comprehensive POC strategies.
b. Reflect upon the POC and human rights mandates, with specific reference to women and girls in the Force Operations Order (OPORD) and provide directions and tasking in alignment with Mission Mandate, Mission Concept, Mission POC Strategy, Military Strategic CONOPS and ROE.

c. Issue Force OPORD, Fragmentary Orders (FRAGO), Force Directives (including Training Directive) and SOPs to address CRSV, reflecting the integrated mission approaches.

d. Establish a functional early-warning system (including for CRSV) duly supported by an effective monitoring and surveillance mechanism integrated with the JOC and JMAC.

e. Allocate and task (gender-sensitive) monitoring and surveillance resources and force multipliers.

f. Maintain and validate a high standard of operational readiness to respond effectively for the protection of vulnerable population.

g. Sensitize subordinate commanders up to sub-unit commanders on measures to combat CRSV through periodic visits, direct interactions, formal and informal exchanges as well as through command channel.

h. Ensure effective coordination with other Mission Components (UNPOL and civilian substantive entities, inter alia, SWPA, HRO, GA, CPA, SSR, DDR, Public Information, Civil Affairs, Political Affairs, etc.) and integrated entities (Strategic Planning and Coordination Centre [SPCC], Joint Operations Centre [JOC], Joint Mission Analysis Centre [JMAC], etc.) for coherent response.

i. Review and revise military responses to CRSV based on evolving operational environments.

j. Appoint military CRSV, gender and Child Protection Focal Points at Force HQ (to work in close coordination with SPOCA, SWPA, HR-G WPAs, GA, CPA and SPOCA.

k. Designate a Military Public Information Officer (MPIO) to work in close coordination with CPIO on matters related to perception management/advocacy on combating CRSV.


**Staff Responsibilities.** The Force HQ staff shall factor in “women’s and children’s” protection needs in the military planning process and apply protection considerations in conduct (management) of operations. POC and CRSV being a priority responsibility involving multidimensional and high-sensitivity activities, the functioning of the Force HQ staff will be coordinated by the Force CoS, under the guidance from the Force commander (FC) and Deputy Force Commander (DFC). In the context of CRSV, the Force HQ Staff will be specifically responsible for the following:

a. Establish an effective monitoring and reporting arrangement on CRSV, including early-warning framework in coordination with WPAs on CRSV (U2 and U3).

b. Report/update/provide inputs to JOC and JMAC, as well as SWPA on CRSV (U2 and U3).
c. Issue Information Collection Plans and carry out military analysis of information acquired (U2).
d. Coordinate, monitor and control preventive operations and protection responses through Military Operations Room (U3).
e. Manage CRSV related crises in coordination with designated officials (Force HQ).
f. Provide/coordinate additional support to sector HQ/units/sub-units.
g. Carry out periodic reviews and assessments on threats and vulnerabilities to women and girls (U2 and U3).
h. Coordinate responses to CRSV and reporting of CRSV incidents with SWPA/HR/GWPAs, GA/CPA/HRO (U2, U3 and U5).
i. Monitor daily, weekly and monthly information reports and situation reports to identify patterns of sexual violence and activities of perpetrators (U2 and U3).
j. Monitor activities of civil population, host security forces, National police, armed groups/actors, etc. (U2, U3, U5, U6 and the military PIO).
k. Disseminate, employ and monitor protection related mission's public information campaigns (MPIO).
l. Implement QIPs that enhances safety and security of women and girls (Military CIMIC Officer/U5).
m. Monitor in-mission induction and ongoing training, inter alia with a CRSV focus, and support IMTC in reviewing the scenario based training periodically (U7).
n. Coordinate communication monitoring and provide additional support (activation of CLAs and other sources) up to battalion level (U6).
o. Develop military plans and contingency plans for addressing CRSV threats and challenges (U2, U3 and U5).
p. Liaison and coordination with host military establishment.

**Role and Responsibilities of UN Military Experts on Mission.**

**UN Military Observers (UNMOs).** UNMOs are “the eyes and ears” of the Mission and project ‘visible presence’ of the Mission. Their core role is the gathering and verification of specific and general information in the mission area. UNMOs also play a vital role in outreach and engagement with the local population and stakeholders. UNMOs are usually deployed in independent Observation Posts (OP) or in independent team sites. When the security situation warrants, UNMOs may be co-located with UN military contingents. Being experts in observation, monitoring and investigations, UNMOs form an important tool in an early-warning framework and could be tasked to support various preventive actions of the Mission. UNMOs, being unarmed and omnipresent, are more easily approachable by the civilian populace and can foster effective two way communication (promoting reporting of sexual violence).

Due to their multiple skills, UNMOs may be tasked in the context of CRSV for the following (to be executed with specific sensitivity to sexual violence):
  o Observation, monitoring and reporting on alleged human rights violations.
Interact/liaise with armed groups as part of advocacy and constructive engagement.

Facilitate, monitor and report on demobilization and disarming of military forces and armed groups, including their activities.

Provide early-warning on potential and impending CRSV and report on ongoing CRSV.

Carry out preliminary enquiries/military specific enquiries of alleged CRSV.

Monitor checkpoints, border crossings, entry/exit points, and air and sea ports.

Assistance to humanitarian agencies through supervising and conducting POW exchanges, food distribution points and convoys, medical supplies and establishments, etc.

Carry out confidence building measures, establish informal communication channels with identified stakeholders and facilitate perception management initiatives.

Carry out negotiation, mediation and reconciliation as required.

Be part of JPT/JIT.

UN Military Liaison Officers (UNMLOs). UN Military Liaison Officers (UNMLO) are deployed to liaise and engage with host local/provincial/National Governments; neighbouring countries in the conflict zone; international agencies and forces; other UN partners; international and national non-governmental organizations, including human rights organizations; the humanitarian assistance community; local civil society groups including women’s groups; and other persons or organizations identified by the Mission. Due to their scope of work (direct liaison) and breadth of interactions with multiple actors in the conflict zone, UNMLOs are most suited to obtain and provide information on potential, impending or ongoing sexual violence. In certain UN missions, UNMLOs also perform the tasks of UNMOs thereby optimising flow of information on threats and vulnerabilities to women and girls. UNMLOs can play a significant role in advocacy and perception management, particularly of the host State Security Forces and armed groups who have a history of committing sexual violence. They also facilitate identification of alleged/confirmed offenders, promote the screening of forces, and enforce adherence to HRDDP.

UNMLOs monitor and report developments in respective fields/Area of Responsibilities (AoR) to the Force HQ. Some of the tasks performed by UNMLOs in the context of CRSV are:

a. Support the establishment of a Mission early-warning system.

b. Gather relevant information from all security related agencies and UN partners.

c. Liaison with International Organizations/Non-Governmental Organisations.

d. Maintain a databank of all key personalities and functionaries of the host government officials, rebel groups, security forces and agencies, civic society groups, local leaders, socio-cultural-ethnic-religious groups, etc.

e. Assist in addressing/mitigating impediments in mandate implementation.

f. Carry out negotiation, mediation and reconciliation.
g. Mentoring of host security forces.

The role and responsibilities of military units and sub-units, as well as of commanders and military peacekeepers; the methodology of application of MET; procedural issues and training parameters are explained at Module III: Tactical Level Approaches to Prevention and Response to CRSV.

UNIT V: Constructive Approaches to Prevention and Response to CRSV

Factors that support effective response by uniformed peacekeepers to CRSV are exemplary leadership, consultation and coordination with civilian and UNPOL counterparts, as well as training and preparedness. The Force HQ and military units/sub-units address CRSV challenges through established tactics, techniques and procedures based on operational design and identified best practices. These fundamentals aim at stimulating reflection on innovative, creative and practical solutions that can advance women’s protection and overall mission success. The Military Component’s approaches to combat CRSV are derived from the Mission Concept, POC Strategy, Military Strategic CONOPS, Mission-specific CRSV work plan and SOP, as well as the Force OPORD; which provides the basis for planning and execution of operations at the operational and tactical levels. Some of the constructive approaches to address CRSV challenges in peacekeeping environment are explained in succeeding paragraphs.

Overarching Issues.

a. **Priority.** Protection of civilians, particularly of women and girls under threat of CRSV is a priority obligation for the UN military units.

b. **Leadership.** Committed, conscientious and resolute leadership is essential to address CRSV threats effectively. Foresight/anticipation, mental mobility,
resilience and motivation play a crucial role in preventing or responding to CRSV. Commanders need to exercise a high sense of maturity, utmost restraint and compassion in a peacekeeping environment. Protection of civilians (especially of women and girls) is a command responsibility which must not be compromised. Effective response to sexual violence requires appropriate and timely decision-making, accepting responsibility, and being accountable for action or lack thereof. Commanders must be able to interpret the mandate correctly and sensitise all ranks on its relevance and methodologies of implementation.

Community Support and Engagement. Community engagement (with all segments, including refugee and IDP communities) is a cornerstone activity in prevention and response to CRSV. Outreach and engagement activities must be oriented towards generating trust and faith in the peace process, build confidence of the people and enhance the situational awareness. The local population should feel confident and encouraged to come forward and report on ongoing sexual violence and provide early-warning on potential/impending threats. Involving participation of vulnerable sections of the society (including women and girls) in designing joint responses should be an essential feature of community engagements. Through positive community engagements (including gender analysis), peacekeepers are not only able to “see” why women and girls may be at risk in certain situations and design appropriate protection activities, but also contribute to force protection and enables commanders to make appropriate decisions based on sex-disaggregated security assessments. Knowledge of the host country language and engagements by female peacekeepers are crucial for effective and positive interface.

Military units and sub-units must establish close liaison and rapport with the local communities and break the barriers to cross-cultural communication. UN Military efforts must be coordinated with the activities of the Mission Civil Affairs Section in liaison and engagement of local communities. Some of the best practices in community engagement are explained in the following paragraphs.

Community Engagement
- Interaction with local communities/key leaders
- Meaningful participation of women in designing protection measures
- Advocacy and sensitisation
- Communicating through interpreters
- Community Liaison Assistants
- Community alert networks
- Refugee/IDP community engagement
- Encourage reporting of CRSV
- Cross-cultural communication

Community Support/Assistance
- Protection sites
- Protection support
- Movement control/modifying mobility patterns
- QIPs/social welfare
e. Community welfare programmes
f. Women’s help desks

**Building Community Based Capacities**
- Community defence committees and schemes
- Local alarm schemes.
- Self-protection measures, such as:
  - Organizing unarmed protection groups (by volunteer men/youths);
  - Training on self-defence for women and girls; and
  - Training on response measures in cases of emergency, including attacks on women/girls.
- Social standards.
- Reconciliation.
- Influence of religion/faith-based networks

**CRSV Planning and Coordination**
- POC Risk Assessment
- Military analysis
  - Hotspot Mapping
  - Flash Point Matrix
- Situational awareness
- Monitoring and surveillance
- Planning
- Tasking
- Coordination
- Joint training and rehearsals
- Command and Control (C2)

**Prevention and Response Measures**
- Protective-grid
- Routine preventive operations/activities and area sanitisation
- Mobile operations
- Robust posturing
- Pre-emptive operations
- Proactive operations
- Operating in unconventional manner (space, time, mode and duration)
- Active patrolling
- Temporary operating bases
- Outreach and engagement activities (Including advocacy)
- Integrated teams
- Safe haven/safe corridors
- Interposition
Training for Prevention and Response to CRSV
The Force HQ/U-6 Staff Branch shall undertake the following actions in coordination with the IMTC:

- Include training standards and requirements, as well as mission-specific CRSV scenarios in the pre-deployment assistance package and guidelines issued to TCCs.
- Include in-mission training requirements on CRSV in the Force Training Directive.
- Feed in military specific inputs to the IMTC to reflect realistic mission-specific approaches to address CRSV during induction training.
- Validate periodically (through visits, interactions and rehearsals) the understanding and application of tactics, techniques and procedures with regards to prevention and response to CRSV.
- Sensitise all commanders on application of ROE and on Use of Force in the context of CRSV, provide clarity where required and integrate in-mission ROE training.
- Coordinate with other components/UN partners/host security forces, police and authorities for joint rehearsals and training.
- Monitor ongoing training on CRSV and where required organise special training to address changing operational needs or improve performance.

Learning Assessment

Learning Activity

Answer the following questions with either True or False.

1. The Military Component’s approach to POC needs to incorporate its Civilian and Police Components while harnessing the actions of UN Agencies and NGOs through the Protection Cluster and host Nation partners. (True or False)

2. Advocacy with the host Security Forces must NOT address the conduct and discipline of officers and soldiers (during on and off duty periods) to restrain them from predatory practices leading to sexual violence and support the
investigation and prosecution of perpetrators of CRSV under national laws. (True or False)

3. An effective Monitoring, Analysis and Reporting Arrangement (MARA) mechanism is required to ensure the systematic gathering of timely, accurate, reliable and objective information on CRSV against women, girls, boys and men in conflict, post-conflict and other situations of concern. (True or False)

4. The UN Country Team (UNCT) primarily manages multi-sectoral, developmental and humanitarian initiatives at the country level; applying human rights based approach among its programming principles and establishes humanitarian related protection clusters/platforms/working groups and develops Referral Arrangements for survivor assistance. (True or False)

5. At the Mission level, comprehensive prevention and response measures are instituted by the following entities:
(Choose from the list below and fill in the blanks above).

- k. Security Sector Reform
- l. Disarmament Demobilization and Reintegration
- m. Human Rights
- n. Public Information
- o. Civil Affairs
- p. Gender
- q. Child Protection
- r. Justice
- s. All of the above
- t. None of the above

**Correct Answers**

1. True
2. False
3. True
4. True
5. i. All of the above
Summary of Key Messages

Module 2: Operational level

- Strategic level - Peace process; women’s participation; political engagement, eliciting commitments; listing of perpetrators; imposing sanctions & judicial processes.
- Operational level - Proactive measures & credible responses to prevent CRSV, protect vulnerable sections of population deter perpetrators & neutralise potential/impending/on-going threats.
- At the heart of any intervention regarding CRSV is the priority protection and assistance to the survivors, witnesses and community.

Summary of Key Messages (cont’d)

- Military Component plays a vital role in prevention and response to CRSV, but forms part of the integrated mission response.
- The direction, planning and coordination is primarily done at the Mission HQ by the Mission Leadership assisted by integrated entities, and further de-centralised at component level for joint execution.
- Coordination with all actors and synergy in application of response measures are vital for success.
- Clear directions, deliberate preparations and resolute execution of protection tasks can achieve the desired result as envisioned in the Mandate.
- Specific to CRSV, the UN military units and sub-units must be conversant with advocacy, early-warning indicators, handling of perpetrators and survivors; preventive and protective measures.
- Commanders and troops must maintain high standards of operational readiness and be ready to use force as specified in the respective mission-specific ROEs.
Mission-wide and integrated response to counter CRSV.
Centrally coordinated and executed at component level.
Coordination and synergy vital for success.
Systematic and methodical military approach essential.
Clear directions, deliberate preparations and resolute execution.
Be conversant with advocacy, early-warning, handling of offenders and survivors, and preventive and protective measures.
High standards of operational readiness.
Readiness to use force as specified in the ROE.

Conclusion

In most Mission settings, elements of the UN Military component are the first responders, particularly in remote and inaccessible areas. Military commanders must develop creative and practical solutions that can advance women’s protection, and overall mission success. To succeed, peacekeepers must understand, plan and manage relationships with the `multiple stakeholders in the field; as well as making the optimum use of the resources and capabilities at their disposal.

Situational awareness, early-warning, operational readiness, proper coordination with civilian and police components and committed leadership are crucial for combating sexual violence in conflict successfully. A visible UN presence, with the right posture and profile, can deter potential perpetrators of sexual violence and inspire a sense of security. In exercising the solemn obligation of protection of civilians from physical violence, especially the women and children; advance human rights through their functions; and to combat CRSV, military peacekeepers must be proactive and be prepared to use force as a last resort, including deadly force in accordance with their ROE. The Blue helmet must remain an emblem of hope, peace and progress for the civilians – men and women, boys and girls.

== MODULE 3: UN-CRSV Tactical Level ==
Learning outcomes

At the end of this unit, participants should be able to understand:

- Role of units and sub-units in prevention and response to CRSV
- Role and responsibilities of commanders and military peacekeepers
- Operational parameters for instituting effective response measures to combat CRSV
- Tactics, techniques and procedures in application of the MET in the context of CRSV
- Imperative of conforming to Mandate and ROE
- Modalities of supporting mission efforts and assistance to UN agencies
- Methodology and focus areas for unit/sub-unit training

Structure of the presentation

- Role and Responsibilities of UN Military Units, Sub-Units and Commanders
- Application of Mission Essential Tasks
- Procedural Aspects at the Tactical Level

This tactical level module provides a broad understanding of the role and responsibilities of the units and sub-units, as well as the commanders in
effectively responding to CRSV challenges through execution of UN-oriented Mission Essential Tasks (MET) and effective tactical responses to threats of CRSV.

Introduction

This slide shows the comprehensive approach to addressing CRSV.

Although it is the Head of Mission who is ultimately responsible for the CRSV mandate, the entire mission is involved.

Greater understanding of threats and vulnerabilities to women and girls in conflict and post-conflict contexts is essential to formulate appropriate plans/responses and execute tactics, techniques and procedures to ensure a safe and secure environment. UN orientation, adherence to UN principles, commitment to mandate implementation, clear understanding of CONOPS, ROE, Mission Concept, PoC Strategy, Force OPORD and other mission-specific guidance enhance ability and effectiveness of the military units and sub-units in dealing with CRSV challenges. Constructive engagement with perpetrators and the communities, as well as proactive approach and resolute leadership are crucial in preventing CRSV.

UN Military Approaches to address CRSV
**Accountability.** UN peacekeepers, when mandated to protect civilians and specifically women and girls, may be held accountable either individually or collectively for the omissions (failing to act) or in respect of violations of the ROE.

**Situational Awareness.** Early-warning and situational awareness is crucial for timely and effective responses to PoC/CRSV challenges. This requirement must be reflected in the commander’s PIR, information collection plans, tasking and deployment of monitoring and surveillance assets, establishing an early-warning framework, **analysis** of information and timely sharing/dissemination with relevant actors.

**Coordination.** Due to the gender and social sensitivities involved and challenges of legal implications and community dynamics, integration and coordination with relevant substantive components and partners is crucial to the success of counter CRSV operations.

**Prevention and response** to CRSV is a priority obligation and hence all ranks must be sensitive to threats to women and girls, and address it with the seriousness it deserves.

Operate in mixed team comprising **female military personnel**/interpreters/CLA/medics when engaging with local communities, particularly with women and children.

Designate a **CRSV focal point** to establish vertical/lateral link with SWPA/WPAs and other component/unit focal points.

---

**Preventive Measures:**
Establishing a protective-grid through deployment of static (Company Operating Bases-COB, Observation Posts-OP, Checkpoints-CP, etc.) and mobile (patrols, Temporary Operating Bases-TOB, mechanised columns, etc.) elements to address the most vulnerable areas for CRSV.

Constructive engagement/advocacy/dialogue with communities, including women and children; armed groups and actors; host State authorities (civil officials, and security forces – military/gendarmes/police); as well as CRSV victims/survivors is vital for addressing POC/CRSV threats effectively. Create incentives and disincentives for former combatants to join or remain outside a programme by constructive engagement.

Interact with local women and girls through female military personnel, military police and medical personnel, CLAs and interpreters to establish confidential
channels of communication. Handle women and girls cautiously (gender sensitive) and keep channels of communication open.

- Due to the gender and social sensitivities involved and challenges of legal implications and community dynamics, integration and coordination with relevant substantive components and partners is crucial to the success of counter CRSV operations.

- Engage local communities through welfare and security oriented civic action programmes, including implementation of QIPs to enhance prevention and response measures to combat CRSV. Projects related to water, sanitation, electricity, protective walls (around the schools), etc. minimise the threats posed to the women and girls.

- **Response Measures:**

  - Undertake direct military actions within capability to prevent or respond to POC/CRSV challenges.
  - Units, sub-units and operational detachments under a POC mandate may be authorised in accordance with the ROE to conduct military operations to **extract the victims of CRSV** to safety.
  - Provide survivor assistance (military level). Follow mission-specific referral arrangements and if required request for medical evacuation (ambulance/helicopter).
UNIT 2: Application of Mission Essential Tasks

Peacekeeping operations conducted by military contingents should remain within the framework of the mission mandate, CONOPS, ROE, Mission Concept and OPORD, with adherence to the core principles of consent, impartiality, and use of force in self-defence or in defence of the mandate and as otherwise authorized by the Security Council. The Statement of Force/Unit Requirements, Mandate, Force Commander’s Directive, the CONOPS and Operational Orders will clearly outline the MET that are to be executed by a UN military unit in a designated AOR, subject to the applicable ROE. The UN Infantry Battalion Manual identified sixteen peacekeeping related tasks from which mission-specific essential tasks could be drawn out for a mission based on its mandate and operational environment. Some of the tasks applicable for combating CRSV are elucidated in this part.

UN military units and sub-units conduct counter CRSV operations through the METs which are defined in the mission OPORD and can be categorised as:

- **Core tasks**: Core tasks include patrolling; establishment of observation posts and checkpoints; outreach and engagement with all actors in the AOR; generating situational awareness and conducting cordon and search operations.
- **Other tasks**: Other tasks may include, in accordance with the mandate and ROE, disarmament and demobilisation of ex-combatants/armed groups/actors; civilian assets protection, such as religious sites, etc.; detention of CRSV perpetrators/offenders; establishment of buffer zones between two warring factions; extraction of civilians who are abducted, taken hostage or kidnapped; conduct of joint counter CRSV operations with UNPOL/National police/host military forces; and evacuation of civilians under threat of CRSV.

**Situational Awareness.** Early-warning and situational awareness is crucial for timely and effective responses to PoC/CRSV challenges. This requirement must be reflected in the commander’s PIR, information collection plans, tasking and deployment of monitoring and surveillance assets, establishment of an early-
warning framework, analysis of information and timely sharing/dissemination with relevant actors.

**Outreach and Engagement.** Constructive engagement/advocacy/dialogue with communities, including women and children; armed groups and actors; host State authorities (civil officials, and security forces – military/gendarmes/police); as well as CRSV victims/survivors is vital for addressing POC/CRSV threats effectively.

Instructors should distribute the “CRSV Response Model” attached to the reading package “Tactical level “at ‘Annex M’

In the following sub-sections, METs relevant to CRSV are amplified [refer ‘Annex N’ (p. 22) in the Reading Package “Tactical Modules” for the graphic description].

**Patrolling:**

Gather information/monitor violations/escort women and girls. Gathering and real-time passage of information, including digital imageries would support better situational awareness, appropriate decision making and faster response to CRSV. Patrols can monitor, investigate and report on human rights violations, CRSV, movement and activities of armed groups/criminals, etc. Patrols can escort, protect and reassure women and girls in vulnerable areas while on subsistence activities (collection of water, food and firewood; and visits to markets, schools, religious institutions, etc.

**Static, mobile and roving patrols.** Static patrols address a specific vulnerable area, roving patrols constantly move from one place to the other to address a limited vulnerable area and mobile patrols address extended areas vulnerable to
Patrols can be used to establish temporary/mobile Observation Posts (OP), Checkpoints (CP) or Temporary Operating Bases (TOB). Mounted patrols (APC or vehicle borne) should also be able to operate on foot, particularly when engaging with local population.

**Joint patrols.** Joint patrols (JP teams (JPTs) - accompanied by civilian experts and PoC advisors) can gather valuable information and deter possible acts of aggression. Community engagements are usually carried out by joint patrols/JPTs, comprising a mixed team of (women and men) local police/UN Police, Mission substantive entities (human rights, gender, child protection, civil affairs, political affairs, public information, etc.), host security forces, etc. Military patrols may also be required to escort representatives from UNCT/humanitarian actors under certain operational conditions.

**Enduring presence.** UN patrols must have enduring presence in areas vulnerable to SV. All members of the patrols must be trained to identify/recognise early-warning indicators pertaining to CRSV.

**Pre-empt, deter, prevent and respond.** Patrols must always retain tactical balance and be capable of responding to operational challenges, including the use of force in accordance with the ROE as a last resort (particularly where the physical safety of civilians is concerned, including protection of women and girls from SV). UN patrols must be capable of pre-empting a potential SV threat, deter perpetrators, prevent an impending SV threat and institute effective response measures (including use of force) to combat CRSV. Patrols must reassure and protect isolated/threatened communities and displaced persons, especially women and children at risk and deter potential spoilers and human rights violators. Through show of force or interposing in hostile/vulnerable areas, patrols can act as deterrence.

**Unconventional space, time and mode.** Patrols must be prepared to operate in unconventional space (fields, water points, adjacent to markets, etc.) during day and night (build night observation and response capabilities), in multiple modes (on foot/vehicles/APCs/boats/helicopters, etc.) and deploy for protracted periods.

**Capabilities – Rapid response, night vision, etc.** UN patrols must be capable of rapid and effective response (structured with appropriate weapons, equipment, including night vision devices and mobility).

**Mixed teams.** When engaging with local communities, patrols must comprise female military personnel, interpreters/CLA. Female medics may be grouped with the patrols as per requirements.

**Reporting and survivor assistance.** Patrols should be capable of providing initial survivor assistance (first aid, etc.) and processing as per referral arrangements. The patrol leader must be clear on reporting procedures and information sharing protocols, particularly on CRSV.

**Outreach and engagement.** As part of outreach and engagement, patrols must interact with local leaders and civil society groups (including female leaders and women groups).

**IDP/Refugee Camps.** In exceptional circumstances, security situation warranting, UN military peacekeepers may be tasked to carry out patrolling inside an
IDP/Refugee Camp, with due processing of a request from the humanitarian agency/agencies concerned.

- **Observation Posts**

  - **Vigilant and visible presence.** OPs maintain a vigilant and visible presence in areas vulnerable to SV.  
  - **Monitoring and surveillance of vulnerable areas, threats to civilians and perpetrator activities.** OPs must have adequate state of the art monitoring and surveillance equipment to assist day and night identification of early-warning indicators and threat manifestations. Depending on the threat analysis, OPs may be equipped with hand held mini UAS, battle field surveillance radars, ground sensors (to cover blind spots), electronic early-warning and alarm systems, day and night area observation systems (spotter score, self-activated IR cameras, etc.), communication monitoring equipment, high mobility vehicles, precision weapon systems, etc. which will qualitatively improve prevention and response at the tactical level.  
  - **Recognise early-warning indicators of potential, impending or ongoing SV.**  
  - **Observe, record and report.** Observe, record and report IHRL and IHL violations.  
  - **Identify trends, patterns and manifestations of sexual violence.**  
  - **Assist in prevention and response to CRSV** with other operational activities of the battalion and in conjunction with activities of other actors.  
  - **Temporary OPs.** Establish temporary OPs (static or mobile) to observe vulnerable areas and to act as a deterrent.  
  - **Coordination.** Coordinate operational activities with host authorities as relevant (civil/military/police) and other actors, such as non-governmental organizations and agencies, etc. to address CRSV concerns.  
  - **Survivor assistance.** Be able to provide first aid and evacuate survivors (ambulance or helicopter based) of CRSV to service providers/civilian medical centres and in case of emergency to the nearest medical facility.
Miscellaneous.
- OP protection, assistance through QRTs on call and communication arrangements must be well coordinated.
- Have a fair mix of female military officers/personnel and interpreters in the OP.
- Ensure that accommodation and sanitary arrangements in the OP are gender sensitive.
- Liaise and engage with armed groups/actors as part of advocacy to prevent CRSV.
- Carry out outreach and engagement with local communities, including with women and girls to reassure, build confidence and gather information on threats and vulnerabilities related to CRSV.
- Coordinate the fire of ground and aerial force multipliers, and be capable of receiving additional reinforcement of troops and other mission civilian staff to respond to CRSV emergencies.

Checkpoint:

| Control movement. |
| Monitor mobility patterns. |
| Observe/obtain information/provide early-warning. |
| Authorised to search, detain & confiscate. |
| Assist prevention & response actions. |
| Databanks, billboards, search & detention areas. |
| Modus Operandi. |

Control movement. CPs observe/check, inspect/search personnel or vehicles and control movement into and out of a designated area. CPs display the will of the UN and capacity to exercise control by projecting presence and operational reach in the AOR to reassure and build confidence.

Monitor mobility patterns. Support safety and security and protect civilian population (movement of ethnic groups, refugees, IDPs and other vulnerable population (individuals/small groups of women and children, etc.). Consult with the local population and in line with the PoC strategy and CRSV Action Plan to facilitate routine activities for livelihood and maintaining freedom of movement in the AOR.
**Observe/obtain information/provide early-warning.** Observe vulnerable areas/sections of population, carry out informal interaction (including confidential exchanges) to obtain information and provide early-warning based on ongoing/potential/impending SV indicators.

**In accordance with the ROE, authorised to search suspects, detain alleged/confirmed offenders and confiscate weapons/equipment.** Alleged/suspected SV offenders must be detained, segregated, carefully guarded and processed as per Detention SOP. In addition, control movement of crowds, enforce a curfew and/or detain criminals, wanted personnel and known offenders as part of public order management, if tasked.

**Assist prevention & response actions.** Can undertake limited military actions within capability to prevent or respond to PoC/CRSV challenges. Retain operational capability at CPs with viable strength, adequate protected mobility (APCs), troop carrying vehicles, appropriate weapon systems, monitoring and surveillance assets, EOD capability, sniffer dogs, communication systems, medical support, etc. to prevent or respond any threat to civilians, including women and girls. CPs must be able to establish a temporary helipad, direct fire of ground based and aerial weapon systems and provide temporary protection and support to vulnerable population.

**Databanks, billboards, search and detention areas.** Have a detailed civil databank (personal particulars/identification, vehicle documents, government authorities’ seal and signatures, data of local population, etc.). Billboards displaying warning/cautionary notes/guidance to confidential reporting on CRSV in vernacular language/s would have high impact.

**Modus Operandi.**
- Observe local culture, customs, tradition, particularly with regards to women and girls.
- Ensure women and children friendly conduct (build confidence & encourage confidential communication).
- Female military and police personnel, CLAs, interpreters, medics, etc. for engagement of local women and girls.
- Include host military/police/civil authorities.
- Local police have powers to search, arrest and seize; able to identify criminals, outsiders, sexual offenders, etc.
- Frisking or searching of women and girls in covered area by female personnel (encourage confidential reporting).
Outreach and Engagement

- Targeted at parties to the conflict, host State authorities (civil, military & police), local communities & SV perpetrators.
- Address remote & inaccessible areas.
- Shape attitudes & behaviour.
- Key leader engagement.
- Generate trust & confidence.
- Develop joint strategies and design preventive & response measures.
- Coordination.

Outreach and engagement is a significant activity that contributes to prevention of SV.

It is targeted at parties to the conflict, host State authorities (civil, military and police), local communities, SV perpetrators and victims/survivors.

In addition to the areas of deployment, UN military should also address remote and inaccessible areas, since they become vulnerable due to lack of UN/state authority presence and due to the displacement caused by UN/other forces deployment).

Aim is to shape attitudes and behaviour through advocacy and constructive engagement of the targeted audience.

Key leader engagement is an essential aspect so as to sensitise a wider audience through the leader to prevent SV.

UN military units/sub-units must generate trust and confidence in the process through physical presence, operational activities, and proactive actions.

It is important to assess threats and vulnerabilities, develop joint strategies and design appropriate preventive and response measures through active consultation with host authorities (civil, military & police) as well as local communities.

Coordinate all activities with relevant UN partners/stakeholders in the AOR.
Situational Awareness:

- Information on threats, perpetrators & vulnerabilities.
- Monitor mobility patterns.
- Early-warning to prevent, pre-empt or respond.
- Support MARA.
- Set PIR, Information collection plans & indicators.
- Tasking of human, electronic & operational resources.
- Coordination & sharing.
- Databank.

Situational awareness (SA) is vital for understanding a comprehensive operational environment with a clear prognosis of current and emerging challenges, threats and vulnerabilities to arrive at appropriate plans and contingencies.

In a CRSV context, SA provides information on various forms of threats, modus operandi/objectives of perpetrators & vulnerabilities to the population (primarily women and girls).

It is also important to monitor individual, community and group mobility patterns to address vulnerabilities.

Early-warning through UN military detachments, local communities, host authorities (civil, police, military) and other relevant partners and actors in the field are essential to pre-empt, prevent or respond to CRSV threats.

UN military peacekeepers play a significant role in monitoring ongoing, potential and impending SV through various indicators, agencies and responses from the community to support the Mission level monitoring, analysis and reporting arrangement (MARA).

Unit and sub-unit commanders must set their Priority Information Requirements (PIR) and institute information collection plans to facilitate acquisition, collation and analysis of the information. Units and sub-units including independently deployed military detachments must develop gender-sensitive SV indicators that can act as early-warning.
Commanders must task human, electronic and operational resources appropriately to obtain a comprehensive picture of the operational environment.

Coordination & sharing. Coordination with other Mission entities (JOC, JMAC, SIOC, Police and substantive components) and UN partners must be carried out. Relevant information must be reported/shared/disseminated as appropriate to ensure timely and effective response.

Databank. Maintain information databanks, to include past CRSV incidents (historical precedent), assessed threats and vulnerabilities (areas, activities, segments, timings, etc.), and details of offenders, alleged perpetrators and suspects of CRSV (groups and individuals).

Cordon and Search:

- Save victims, apprehend offenders, confiscate weapons or obtain evidence.
- Information driven operations.
- Respect local culture & traditions.
- Community management.
- Female participation.
- Interpreters.
- Coordinate.
- Maintain record.
- Detain & hand-over.

Cordon and Search operations are undertaken to save victims, apprehend offenders, confiscate weapons or obtain evidence.

To avoid collateral damage and to minimise inconvenience to the local population, the operations must be conducted based on accurate information.

Do not violate the local culture, customs and traditions. Treat them with respect and dignity.

Community management. Ensure conduct of people-friendly cordon and search operations, without harassment to the local people and keep the community well informed about the purpose of the effort. Handle women and girls cautiously (gender sensitive) and keep channels of communication open. Consult with local women on effective engagement with women in the community. Women should be searched in an enclosed environment by female peacekeepers in the presence of other village women representatives. Due care should be taken to ensure that searches do not unduly infringe on fundamental rights such as freedom of movement, right to privacy, respect for human dignity, etc. The operation should possibly terminate in welfare-oriented civic action programme, provision of medical.
aid, etc. supporting the overall CIMIC Plan, giving an opportunity for more interaction.

- Incorporate **female military and police personnel**, interpreters, CLAs, medics, etc. to interact with women and girls (it is less intimidating). Utilise the Military Gender/Child Protection focal points for outreach to women officials.

- **Interpreters**. TCCs must employ their own interpreters as part of the deployment. They play a vital role in liaison and communication with the local communities. Additionally the Mission will also provide interpreters and language assistance.

- **Coordinate/operate** with civil administration authorities, host police and/or security forces. Incorporate representatives form Mission civilian components, UN Police (IPOs and FPU elements) as required.

- **Maintain record**. Ensure video/digital camera coverage of the activities, assess damage if any, and take clearances or no-damage certificates once the search is terminated.

- **Detain and hand-over**. Always search a suspect in public view, inform the reason and give opportunity to surrender voluntarily. Question the suspect if need be and handover to the local police further interrogation in compliance with the Interim SOP on Detention in UN Peace Operations.

- **Miscellaneous**.
  - Concurrent operations, such as, CPs, patrols, etc. also may be launched in conjunction for specific searches of personnel and vehicles, to prevent escape of offenders.

- **Extraction of Sexual Violence Victims**:

  - Save from illegal detention & torture.
  - Information driven operations.
  - Commanders direct involvement.
  - Additional Resources.
  - Coordination.
  - Cordon, negotiate & use force if necessary.
  - Detain & hand-over perpetrators.
  - Preserve evidence.
  - Provide survivor assistance.

- Women and girls are abducted, forcibly married and held captive as sex slaves in houses/armed group camps and even in the bush. The abducted women and girls may also be involved in forced prostitution and human trafficking.
Rescue from illegal detention and torture. The host nation has primary responsibility to rescue and protect such victims of SA. The UN mission, without prejudice to that responsibility, can also rescue and protect such victims of SV.

Information driven operations. Extraction of SV victims must be based on accurate information and call for thorough analysis and appreciation to formulate a foolproof plan.

Commanders’ direct involvement in planning and execution is crucial.

Additional Resources. Mobilise and build up appropriate force levels and resources to the intended area of operations.

Coordinate with chain of command, substantive entities and other partners in the area.

Cordon the area, negotiate with the captors, and employ direct military action including use force if necessary.

Detain and hand-over perpetrators.

Preserve evidence.

Provide survivor assistance.

Detention of Sexual Violence Offenders:

- Authorised to search & detain.
- Handle in accordance with legal provisions.
- Report through command channel & DFO immediately.
  - Written report within 36 hours.
- Handover to law enforcement agencies at the earliest.
  - Within 48 hours, further extendable to 72 hours.
- Follow procedures.
  - Notify, record, inform, medical, safety, transfer, detention cells & hand-over.

Detention in UN peacekeeping operations is governed by mission specific ROE and the DPKO-DFS interim SOP on Detention, 2010.

In PoC mandated missions, UN peacekeepers may be authorised to search and detain suspects/confirmed offenders. Search and apprehension/detention must be handled in accordance with legal provisions.

Detention must be reported through command channels and to the Mission Detention Focal point (DFO) immediately. It must be followed with a written report (UN Detention, Release, Transfer and/or Handover Form) to the DFP, HR Component and HOM within 36 hours.
Handover to law enforcement agencies at the earliest (within 48 hours and further extendable on specific instances to 72 hours).

Follow procedures. Notify detainee and the family; record in “Detained Persons Register” and account for the confiscated items in the Detained Persons Property Register. Take photograph, record statements, inform commanders/DFP, carry out medical check-ups, ensure safety and security, no discrimination/torture, transfer to host authorities (hand restraint if required), establish detention cells in COBs and keep records for hand-over).

**Miscellaneous Tasks:**

- Joint Operations.
- Disarmament & Demobilization.
- Buffer Zone.
- Assets Protection.
- Evacuation.

Joint Operations are conducted with host military/police, with UNPOL and with parallel forces in execution of prevention and response to CRSV.

UN military units and sub-units also support the Mission’s “Disarmament and Demobilization” programmes that contribute to improved security conditions to women and girls and also in ending impunity to CRSV.

Buffer Zone. Units and sub-units may also be deployed/interposed between opposing forces to establish a buffer zone and protect the civilians, including women and children in the zone.

Assets Protection. Political, religious, community institutions (government offices, places of worship, cultural centres, etc.) and leaders (including their families) have also been targeted as part of CRSV and need to be protected based on directives from HoMC/HoM.

Evacuation. Displaced people or others fleeing from a threatened area are vulnerable to CRSV. Military units/sub-units may be tasked to conduct organised evacuation and protect the IDPs and refugees during the move and in temporary/established camps.
UNIT 3: Procedural aspects at the tactical level:

Refer to procedural aspect detailed at the “Operational level” including a) Advocacy; b) Monitoring Analysis and Reporting Arrangements (MARA); Early Warning; Ethical Reporting, and Referral Arrangements.

This is an example of how reporting should be undertaken and what steps any military unit and sub unit should follow, including other actors, in response to a CRSV incident.

Referral Arrangements:
Handling of victims/survivors and assistance provided to them will be based on the ‘Referral Arrangements’ established in the Mission SOP on Prevention and Response to CRSV issued by the SWPA.

UNCT (e.g. UNFPA, UNICEF, etc.) is responsible to coordinate provision of medical, psychosocial, economic and legal services to CRSV survivors in the peacekeeping Missions.

Assistance is provided by a designated service provider in the Missions.

Military units and sub-units must work with humanitarian agencies to establish grassroots referral networks for SV victims to facilitate access to medical/psychosocial support;

Mission ‘Referral Card” provided to peacekeepers contains information and contacts of service providers.

**Actions on the Scene of an Incident of CRSV:**

a. Action to be carried out:
Provide first aid, safety and comfort (food, water, etc.).

Carry out preliminary enquiries (relevant information for reporting only), document the incident and report immediately through chain of command and parallel to designated focal points (SWPA/HR-G WPA/GA/CPA).

Ensure confidentiality of the survivors’ identity and personal details.

Transfer victims/survivors to the nearest medical/psychosocial facility specified in the referral arrangements (to be provided by WPAs/SV Focal Points). All victims should have access to referral arrangements and receive priority medical assistance.

Secure the area and preserve evidence.

Protect witness and family members as applicable.

Detain and disarm alleged perpetrator(s) and hand them over to the National Police/UNPOL.

b. Action not to be carried out:
### Victims/survivors of SV should not be photographed/videographed or interviewed;

- No follow up should be carried out (this is the responsibility of the referral system and the WPAs); and
- No action should be taken at the local level, such as informing the local authorities, without first informing the WPA/SV Focal Point.

#### Preservation of Evidence:

- Do not tamper with likely evidence on the site.
- Secure the area and keep people segregated until arrival of local/UN police.
- Keep digital photos/video recordings of the crime scene and evidence, as appropriate.
- Ensure safe keep of any item that may aid investigation by authorised persons.
Keep digital photos/video recordings of the crime scene and evidence, as appropriate.
Ensure safe keeping of any item that may aid investigation by authorised persons.

- Assistance to Witnesses:

<table>
<thead>
<tr>
<th>Module 3: UN-CRSV Tactical level</th>
<th>Unit 2: Essential tasks</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Assistance to Witnesses</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Primary responsibility for security of witnesses is that of host Police. However in exceptional circumstances UN military units may be tasked to provide:</td>
<td></td>
</tr>
<tr>
<td>• a. Security;</td>
<td></td>
</tr>
<tr>
<td>• b. First aid, if required;</td>
<td></td>
</tr>
<tr>
<td>• c. Transportation; and</td>
<td></td>
</tr>
<tr>
<td>• d. Escort facilities.</td>
<td></td>
</tr>
</tbody>
</table>

The primary responsibility for security of witnesses is that of host state Police. However, in exceptional circumstances UN military units may be tasked to provide:

- Security;
- First aid, if required;
- Transportation; and,
- Escort facilities.
Do’s and Don’ts”

Do’s:

- Be a ‘Role Model’;
- Respect the dignity and confidentiality of the survivor;
- Document/record the incident and preserve evidence;
- Obtain necessary information for reporting of the incident (if possible). Actionable information that can prevent further HR violations/CRSV must be responded to immediately;

Do’s (continued):

- Report on chain of command AND to the designated WPA/CPA;
- Assist and protect the survivor(s) and witnesses as required;
- Obtain informed consent from the survivor (on whom to inform, which service provider to be approached, etc.);
- Follow ‘Referral Arrangements’ for transfer and handover of the survivor to the designated service provider;
Do’s and Don’ts in Addressing CRSV

Do’s (continued):

- Follow detention procedures in handling perpetrators;
- In case of doubt, assume SV has taken place;
- Follow ROE and principles of Use of Force. Ensure command and control, restraint, maturity and discretion; and,
- Do No Harm/Avoid collateral damages.

Do’s

- Be a Role Model.
- Utilise female military peacekeepers.
- Follow ROE and principles of Use of Force.
- Ensure C2, restraint, maturity and discretion.
- Report on command channels and to designated officials.
- Follow ‘Referral Arrangements’.
- Preserve evidence.
- Follow detention procedures.
- Keep documentary/digital proof.
- Do No Harm.
Do’s and Don’ts in Addressing CRSV

Don’ts:
- Avoid collateral damages.
- Do not interview/investigate.
- Do not reveal personal details of the survivors.
- Do not violate confidentiality.
- Do not follow-up.

Learning Assessment

Learning Activity

Answer the following questions with either True or False.

6. Incidents of Sexual Violence must be reported on command channels and to the Senior Women’s Protection Adviser (parallel reporting). (True or False)

7. UN military peacekeepers can investigate/interview a sexual violence survivor. (True or False)

8. A mixed team (male and female peacekeepers) is most suitable for community engagement in a context where CRSV is prevalent. (True or False)

9. UN military peacekeepers are not required to take any action against SGBV. (True or False)

10. When you detain an alleged sexual violence offender, report verbally immediately to CO, provide a written report within 36 hours, hand over the detainee to the designated civil government authority within 48 hours. This is extendable up to 72 hours in exceptional circumstances.
(Choose from the list below and fill in the blanks above).

u. immediately
v. 24 hours
w. 36 hours
x. 48 hours
y. 72 hours
z. 96 hours
aa. SWPA
bb. HRO
c. DFP
dd. Local Police
e. UNCT
ff. CO
g. NGO
hh. Company Commander

Correct Answers

6. True
7. False
8. True
9. False
10. Immediately, CO, 36 hours, 48 hours, 72 hours

Summary of Key points:
Following are the key points:

- **Advocacy** with parties to the conflict is vital to prevent CRSV and to foster accountability and responsiveness;

- UN Military peacekeepers are the eyes and ears of the Mission and can provide reliable information to support **MARA**;

- **Early-warning** on CRSV is crucial for timely institution of effective prevention and response measures;

- UN Military peacekeepers are required to undertake **ethical reporting** (maintain confidentiality of the survivor) of CRSV threats and incidents immediately via the chain of command and to SWPA/SCPA;
**Survivor assistance** is central to the UN response to CRSV. The military component plays a significant role in survivor assistance and is required to follow referral arrangements;

Host State law enforcement agencies and Mission Human Rights Components are responsible for carrying out investigation of CRSV incidents (the Military component shall not investigate);

**Prosecution** of CRSV offenders is essential to end impunity and instil accountability. UN peacekeepers are required to assist/support host State authorities;

The UN Military can provide protection of an IDP/Refugee community in and around their camps if the operational situation demands; and,

Military peacekeepers are mostly the first responders and can provide immediate support to survivors and take actions against perpetrators as per ROE at the scene of a CRSV incident

**CONCLUSION:**

UN Military units/peacekeepers are the visible presence of the international community, on whom the local communities (more so women and girls) pin their hopes and aspirations for enhanced security and sustainable peace. In mission’s with PoC mandates, UN military peacekeepers have a priority obligation to protect civilians, even to the extent of using deadly force. In contexts where women and girls are targeted for SV as part of ‘tactics of war’, UN military units must take all necessary measures to deter/defeat such threats. Threats to women and girls must be taken with utmost seriousness and sensitivity, and must be acted upon effectively. Prioritisation of activities, integrated responses and optimisation of
available resources are important considerations for implementing protection obligations.

For UN military units and sub-units to effectively perform in the CRSV context, the following cardinal issues must be carefully addressed:

- **Force Generation.** Adequate representation of female military personnel to enhance outreach to local women and girls.
- **Capability.** Adequate observation, surveillance and monitoring capabilities are essential for early-warning and effective response.
- **Commitment.** Commanders and peacekeepers must be motivated and infused with commitment and determination to perform protection responsibilities.
- **Use of force.** Use of force is the last resort. In the case of protection of civilians from physical violence once the hostile intent has been established or a hostile act is underway, force must be judiciously (calibrated) used as per ROE (graduated response depending on the gravity of the situation).
- **Accountability.** UN peacekeepers when mandated for protection of civilians, specifically women and girls, are liable to be held accountable either individually, or collectively for the omissions (failing to act) or violations of the provisions of mandate and ROE.
- **Sensitivity to CRSV.** Prevention and response to CRSV is a priority obligation and hence all ranks must be sensitive to threats to women and girls, and address it with the seriousness it deserves.
- **Coordination.** Due to the gender and social sensitivities involved, challenges of legal implications and community dynamics, integration and coordination with relevant substantive components and partners is crucial to the success of counter CRSV operations.
- **Cultural Sensitisation.** All commanders and peacekeepers must be sensitised to respect the local culture, traditions and customs so that they can contribute positively in effective community engagements.
- **Linguistic Skills.** All commanders and peacekeepers must have basic conversational skills in mission/vernacular languages, to establish an effective interface.
- **Training and Education.** As prevention and response to CRSV are outside the purview of conventional military training, sufficient emphasis on training and education is important.
- **Operational Readiness.** Junior leaders and sub-units must maintain a high state of operational readiness to respond rapidly and in a timely fashion to prevent/neutralise threats.

1 In the **Central African Republic (CAR)**, the human rights situation is characterized by serious violations by armed groups that have included summary executions, enforced disappearances, illegal and arbitrary arrests and detention, and violence against women and girls (including all forms of sexual violence in armed conflict). Sexual violence had been a main feature of attacks on civilian communities, which slowly took the form of sectarian violence (including mass rapes, rape during house-to-house searches) by armed groups. Allegations of abductions, forced marriages and girls held in military camps as sex slaves are widespread. Many became pregnant, miscarried or contracted sexually transmitted diseases, including HIV/AIDS. Many female politicians and female relatives of public officials have also been raped, kidnapped and tortured. In South-Eastern mining areas, women and children have also reportedly been kidnapped, raped and killed by L.R.A.
In the case of Democratic Republic of Congo (DRC), all armed groups involved in the conflict have committed sexual violence against women and girls, as well as men and boys. In addition to rape, the crimes include sexual humiliation and slavery, genital mutilation, abduction, and forced recruitment and prostitution.

Temporality: the requirement of proximity between the act of sexual violence and the period of conflict. For 1960 reporting purposes, sexual violence can be considered conflict-related over the following time horizon: when it occurs in a context of instability that may escalate to armed conflict; when it occurs during armed conflict; when it occurs during a period of occupation or against persons deprived of their liberty in connection with conflict; and when it takes place in the aftermath of conflict but prior to the restoration of State capacity/authority. Geography: the requirement that acts of sexual violence occur in conflict-affected areas; and Causality: the existence of conflict must have played a substantial part in the perpetrator’s ability or decision to commit sexual violence, the manner in which it was committed or the purpose for which it was committed. This excludes ordinary criminality that continues at pre-conflict levels and lacks a direct or indirect nexus with conflict. A relevant inquiry may be the extent to which sexual violence is exacerbated by the conditions of conflict and ensuing displacement or detention.

The requirement that acts of sexual violence occur in conflict-affected areas; and Causality: the existence of conflict must have played a substantial part in the perpetrator’s ability or decision to commit sexual violence, the manner in which it was committed or the purpose for which it was committed. This excludes ordinary criminality that continues at pre-conflict levels and lacks a direct or indirect nexus with conflict. A relevant inquiry may be the extent to which sexual violence is exacerbated by the conditions of conflict and ensuing displacement or detention.

Monitoring, Analysis and Reporting Arrangements (MARA) on CRSV has been established with due coordination between SRSG-SVC and the SRSG for Children Affected by Armed Conflict (CAAC) and partners in the UN Action network in collecting, classifying and analysing information. MARA involves the task of collecting, classifying and analysing information to provide the Security Council and other global bodies with data that is comparable across field situations and over time. It will also foster greater attention to the links between SV and the broader context of conflict and peacebuilding. Such information can credibly ground a range of responses, including by the Security Council. Even in the absence of a judicial pronouncement, the MARA can report on the objective elements of the following credibly suspected international crimes:

1. SV as a war crime.
2. SV as a crime against humanity.
3. SV as a form of torture.
4. SV as an element of genocide.

The UN publication “Addressing Conflict-Related Sexual Violence: An Analytical Inventory of Peacekeeping Practice, 2010,” provides a compilation of examples of early-warning systems, patrols and escorts tailored to women’s mobility patterns; night patrols in high-risk areas; and effective community liaison techniques, etc. It also provides a new frame of reference to strengthen monitoring and reporting on CRSV, as well as enhances operational readiness by the full spectrum of peace and security, human rights, humanitarian and development actors across the UN system.