

A man in a blue and white striped shirt is looking at a smartphone in a dark setting. The lighting is dramatic, highlighting his face and the phone's screen.

DATA-DRIVEN PROTECTION

Linking Threat Analysis
to Planning in UN
Peacekeeping Operations

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NOVEMBER 2018

COVER A South African soldier from the United Nations Stabilisation Mission in the Democratic Republic of the Congo (MONUSCO) reacts after mortar and heavy machine gun fire is heard close by on October 05, 2018 in Oicha. — The town of Oicha is the site of constant attacks by the Allied Democratic Front (ADF) rebel group. MONUSCO soldiers are sent to help the Armed Forces of the Democratic Republic of the Congo (FARDC) in the fight against ADF. JOHN WESSELS / AFP

Center for Civilians in Conflict (CIVIC) is an international organization dedicated to promoting the protection of civilians caught in conflict. CIVIC's mission is to work with armed actors and civilians in conflict to develop and implement solutions to prevent, mitigate, and respond to civilian harm. Our vision is a world where parties to armed conflict recognize the dignity and rights of civilians, prevent civilian harm, protect civilians caught in conflict, and amend harm.

CIVIC was established in 2003 by Marla Ruzicka, a young American activist and humanitarian who advocated on behalf of civilian war victims and their families in Iraq and Afghanistan. Building on her extraordinary legacy, CIVIC now operates in conflict zones throughout the Middle East, Africa, Europe, and South Asia to advance a higher standard of protection for civilians.

At CIVIC, we believe that parties to armed conflict have a responsibility to prevent and address civilian harm. To accomplish this, we assess the causes of civilian harm in particular conflicts, craft practical solutions to address that harm, and advocate the adoption of new policies and practices that lead to the improved wellbeing of civilians caught in conflict. Recognizing the power of collaboration, we engage with civilians, governments, militaries, and international and regional institutions to identify and institutionalize strengthened protections for civilians in conflict.

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CIVIC is grateful to the many humanitarian actors and peacekeepers who shared their ideas and their time with our staff. In different ways, they all work to protect civilians in complex and challenging environments, often at personal risk to themselves.

Many of the civilians and civil society leaders who spoke with CIVIC during our research have endured years of violence, displacement, and uncertainty. We greatly appreciate them taking the time to speak with us, and we are aware of our obligation to make sure their perspectives are integrated into policies and practices that address their protection concerns.

We would like to thank the Kingdom of the Netherlands Ministry of Foreign Affairs Department of Stabilization and Humanitarian Aid for supporting CIVIC's Peacekeeping Program and for making this research and report possible.



A young boy injured in the crossfire of fighting in Mayandit County, South Sudan seeks medical attention at a makeshift medical center. June 11, 2018. UNMISS Photo / Eric Kanalstein

Having a clear and comprehensive picture of threats enables peacekeeping missions to achieve their mandated goals, including the protection of civilians.

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EXECUTIVE SUMMARY

Few things are more important to a peacekeeping mission than its ability to maintain a strong understanding of its operating environment and the threats that civilians face. Having a clear and comprehensive picture of threats enables peacekeeping missions to achieve their mandated goals, including the protection of civilians. It is therefore imperative that mission leaders use threat analysis in their strategic and operational planning systems and for personnel to take decisive and proactive action based on early warning information.

When the cycle of information collection, storage, analysis, planning, and decision-making functions well, peacekeepers can identify protection concerns, reposition assets to high-threat areas, and prevent or respond to violence against civilians. When the cycle fails, missions are caught off guard by attacks and fail to protect civilians. In the Democratic Republic of Congo (DRC), peacekeepers have sometimes failed to respond to attacks in close proximity to their bases despite alerts of imminent or ongoing attacks.¹ In South Sudan, although there was strong internal analysis on likely and worst-case scenarios for violence in 2016, the United Nations Mission in South Sudan (UNMISS) did not adequately prepare and was overwhelmed when violence erupted around the nation's capital in July of that year.² Such failures can lead to civilian deaths and injuries. For those who are physically unharmed, many live with ongoing trauma from witnessing violent events. Inaction by peacekeepers breeds resentment and distrust among survivors, who often accuse peacekeepers of bias or indifference to their suffering.

Recognition of the importance of linking threat assessments to planning and decision-making in peacekeeping is not new. For over a decade, internal UN and independent reports have concluded that mission failures are more likely when this connection is weak. As a result, member states and the Secretariat have taken important steps seeking to ensure missions have the necessary processes, capabilities, and tools to link threat assessments to planning and decision-making.³

Despite these efforts, major weaknesses still exist in South Sudan and DRC, where CIVIC conducted

its research for this report. For example, there are insufficient structures and staff for joint planning in the United Nations Organization Stabilization Mission in the DRC (MONUSCO) and UNMISS missions to bring together all civilian, police, and military components. In the absence of this function, sections tend to work in silos rather than reinforcing each other's work. UNMISS and MONUSCO need strong coordination capacity at the headquarters and field levels to succeed.

Moreover, UNMISS and MONUSCO are working toward improvements in their data-management processes, but do not yet have adequate systems in place to store data on threats from all sections in order to generate integrated threat analysis, inform planning, and influence decisions. At the time of CIVIC's research, attempts to deploy new databases were ongoing, but many staff were still storing and tracking information in ineffective and labor-intensive ways. Where the Missions are generating integrated threat analysis and early warning, the analysis is often available only to the top leadership of a Mission and does not necessarily filter down to staff responsible for operational planning or decision-making in field locations.

Some of the weaknesses of threat analysis and response in peacekeeping missions begin in New York and the capitals around the world where peacekeeping troops originate. Troops who are generated to serve in missions do not necessarily have the appropriate language skills or analytical training for the positions to which they are deployed. The United Nations human resources system makes it difficult to recruit civilian personnel with the right skills to serve in analysis and coordination roles. Moreover, the recruiting process routinely takes nine to 12 months to fill vacancies, leaving key positions—such as mission analysts, Senior Protection Advisors, and Senior Gender Advisors—empty for too long. Budget reductions enacted by member states have left peacekeeping missions with smaller travel funds and fewer air assets with which to collect information and respond to threats, even as threats have multiplied.

Ultimately, the leadership of UNMISS and MONUSCO are responsible for ensuring that: Mission components are effectively coordinating their work; all sections of the Mission understand what information is valuable; effective systems are in place for sharing and storing

1 Human Rights Watch, "DR Congo: Army UN Failed to Stop Massacre," July 2, 2014, <https://www.hrw.org/news/2014/07/02/dr-congo-army-un-failed-stop-massacre>.

2 CIVIC, *Under Fire: The July 2016 Violence in Juba and UN Response*, 2016.

3 For example, the Secretariat has created guidance for missions on conducting threat and risk analysis as part of their protection responsibilities. Peacekeeping operations also now have civilian personnel devoted to providing mission leaders with conflict analysis and some have quick reaction forces within the uniformed component to respond to crises. For more information, see UN General Assembly, *Evaluation of the Implementation and Results of Protection of Civilians Mandates in United Nations Peacekeeping Operations*, Report of the Office of Internal Oversight Services, March 7, 2014, UN Doc. A/68/787.

Examples of good practice exist in both Missions, where personnel are attempting to improve policies and practices to strengthen the cycle of information collection, storage, analysis, and decision-making.

information; and information on threats forms the basis for planning and decision-making on where the Missions deploy troops and civilian personnel.

The heads of UNMISS and MONUSCO need to ensure that Mission strategies, priorities, and plans for information collection are clearly identified. This high-level guidance will help the Missions build a solid foundation of information on protection threats on which to base their activities. It will also ensure that the activities of different sections are aligned and reinforced by political strategies. The leadership in both Missions has taken initial steps to improve Mission guidance on information and protection priorities. These efforts should be sustained, and mission leaders should request budgets and personnel that reflect these priorities.

Many challenges exist that make it difficult for UNMISS and MONUSCO to generate accurate, timely threat analysis and link it to action. Some significant barriers to information collection, such as the lack of information and communications networks in DRC and South

Sudan, are beyond the control of these peacekeeping Missions. However, the stakes are too high for civilians in these countries if the Missions fail to understand and respond to protection threats. Analysis, coordination, and planning tools must evolve to reflect the high-threat environments where missions are now deployed and where civilians are more often the target of violence than they are accidental victims of it.

Examples of good practice exist in both Missions, where personnel are attempting to improve policies and practices to strengthen the cycle of information collection, storage, analysis, and decision-making. CIVIC has tried to capture such examples in this report alongside information regarding where missions can improve. This report will examine the obstacles that UNMISS and MONUSCO are facing at each step of the cycle, describe Mission efforts to overcome the obstacles, and make recommendations on how to address ongoing gaps.

RECOMMENDATIONS

To UN Member States

- Support Missions with appropriate funding and equipment to implement mandated tasks, including appropriate air assets and travel budgets to support information collection and response to priority threats.
- Fund positions for peacekeeping missions that are key to maintaining strong situational awareness and understanding of threats, including threat analysts and coordination and planning officers.
- Support and provide funding for regular trainings for Mission personnel on data management and the use of databases to track protection threats.
- Support efforts to improve pre-deployment and in-Mission training of troops and police on existing guidance related to information collection and analysis.
- Follow up with the UN Secretariat to ensure Missions are developing methods for tracking and measuring the impact of mission protection activities, including activities launched in response to threat analysis and early warning.

To the UN Secretariat

- In order to help resolve tensions between civilian and military personnel that lead to siloed planning and response, clarify—through revision and development of policy documents for military, police, and civilian personnel—the lines of authority and command at Mission headquarters and field levels.
- Ensure military, police, and civilian personnel receive training that clarifies chains of command within peacekeeping missions and stress the importance of joint threat assessments and joint planning.

- Develop pipelines for recruiting and training strong Mission leaders, including Special Representatives of the Secretary-General, Deputy Special Representatives of the Secretary-General, Force Commanders, Police Commissioners, Chiefs of Staff, and heads of field offices so that these staff members have the skills to manage multi-dimensional missions and ensure all mission sections respond to protection threats in an integrated manner.
- The different Secretariat bodies supporting military, police, and civilian peacekeepers should encourage Mission personnel to fully utilize available information management databases and generate reports based on analysis from these databases.
- Strengthen processes for identifying, generating, and deploying uniformed personnel that have strong analytical and intelligence capabilities—such as through a certification system or specialized recruiting process—for key analysis and planning positions in the Missions.
- Ensure peacekeeping missions are developing strategies for achieving mandated tasks, including protection of civilians tasks, and are developing methods for tracking the impact of protection response activities.
- Follow up to ensure the Department of Peacekeeping Operations-Department of Field Support (DPKO-DFS) Policy on Intelligence is being implemented by UNMISS and MONUSCO. Provide support to assist with implementation.
- Ensure that Mission personnel have tools and training on how to identify, analyze, and prioritize threats to civilians.

To the UN Peacekeeping Missions in South Sudan and DRC

- Ensure that strategic guidance outlining protection priorities and objectives is available to staff and feeds into operational planning processes.
- Through strong leadership and development of strategies, align the political and operational efforts of the Mission to ensure these efforts reinforce each other and contribute to protection of civilians. Further ensure field offices have coordinated work plans based on threat analysis.
- Increase use of data in strategic decision-making, including data on fatalities, conflict-related sexual violence (CRSV), the activities of armed groups, and trends in violence.
- Regularly review the Mission footprint to determine whether the location of field offices and bases are informed by strategic protection objectives and assessments of current and forecasted threats.
- Develop Mission-wide guidance on what information is required by the Mission to successfully implement its mandate, including through the establishment of Information Requirements (IRs) and a Mission Intelligence Acquisition Plan, as well as regularly-updated Commanders Critical Information Requirements (CCIR). IRs and CCIRs should include indicators on threats to civilians, including CRSV.
- Continue to strengthen coordination between the intelligence branch of Missions' military component (Force) and the civilian section leading on analysis—the Joint Mission Analysis Center (JMAC).
- Ensure that staff are properly utilizing existing databases to store information on protection incidents and threats.
- Ensure systems are in place to track Mission response to protection threats and the impact of Mission activities and operations.
- Incorporate scenarios and guidance on CRSV into contingency planning and training exercises so that staff are prepared to respond to CRSV.
- Regularly update threat forecasting and scenarios for contingency planning based on local threat analysis and maintain a regular schedule of tabletop exercises to practice contingency plans.

Some of the weaknesses of threat analysis and response in peacekeeping missions begin in New York and the capitals around the world where peacekeeping troops originate.



Map No. 4007 Rev. 11 UNITED NATIONS
May 2016

Department of Field Support
Geospatial Information Section (former Cartographic Section)

<http://www.un.org/Depts/Cartographic/map/profile/drcongo.pdf>

Background on Conflict in The Democratic Republic of Congo (DRC)

In DRC, two wars during the 1990s led to the deaths of approximately 3.9 million people.⁴ Both wars were characterized by ruthless attacks against civilians and were amplified by international involvement and support for armed groups. Peace agreements marking the formal end of the conflict in 1999 have failed to eradicate violence by non-state armed actors or produce actual peace and progress for the civilian men, women, and children living in eastern DRC. Motivated by a lack of economic opportunity, political grievances, and the desire to control land and natural resources, armed groups in the east of the country have multiplied over the last decade. Currently, there are over 100 non-state armed groups (NSAGs) operating in eastern DRC.⁵ In North Kivu Province alone, civilians report to the UN hundreds of security violations at the hands of these armed groups each month.⁶ The Congolese national army (FARDC) and police (PNC) are equally abusive, routinely committing approximately half of the violations recorded by the UN Joint Human Rights Office in the DRC.⁷

Congolese president Joseph Kabila's final term officially ended in 2016. However, Kabila and the national electoral commission have delayed elections several times, allowing Kabila to remain in power. President Kabila's refusal to step down has fueled political tension, protests in urban centers, and armed group violence, including in areas of the country that were previously peaceful.⁸

Peacekeepers were first deployed on Congolese soil in 1960. In 1999, the UN deployed the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC). The form and mandate of this Mission has shifted over time. In July 2010, the peacekeeping Mission was renamed the United Nations Organization Stabilization Mission in the Democratic Republic of Congo (MONUSCO) to reflect its focus on strengthening stability and peace in the country.⁹ In March 2013, the UN Security Council authorized the creation of a Force Intervention Brigade (FIB) within MONUSCO, which was authorized to "carry out targeted offensive operations" to "neutralize armed groups" operating in the country.¹⁰ Protection of civilians has remained a core part of MONUSCO's mandate throughout its existence, but MONUSCO's current mandate also includes a responsibility to support the electoral process and the holding of credible elections in DRC.¹¹

4 International Rescue Committee, *Mortality in the Democratic Republic of Congo: An Ongoing Crisis*, January 22, 2008.

5 This number reflects the latest figure being used by a UN official who spoke with CIVIC in 2018. Other sources may cite a different number, as the number depends on whether particular branches of militias and self-defense groups are considered linked or autonomous. For additional information on armed groups, see Center on International Cooperation, *The Landscape of Armed Groups in Eastern Congo*, December 2015.

6 Information on weekly and monthly violations is recorded by the United Nations High Commissioner for Refugees in DRC.

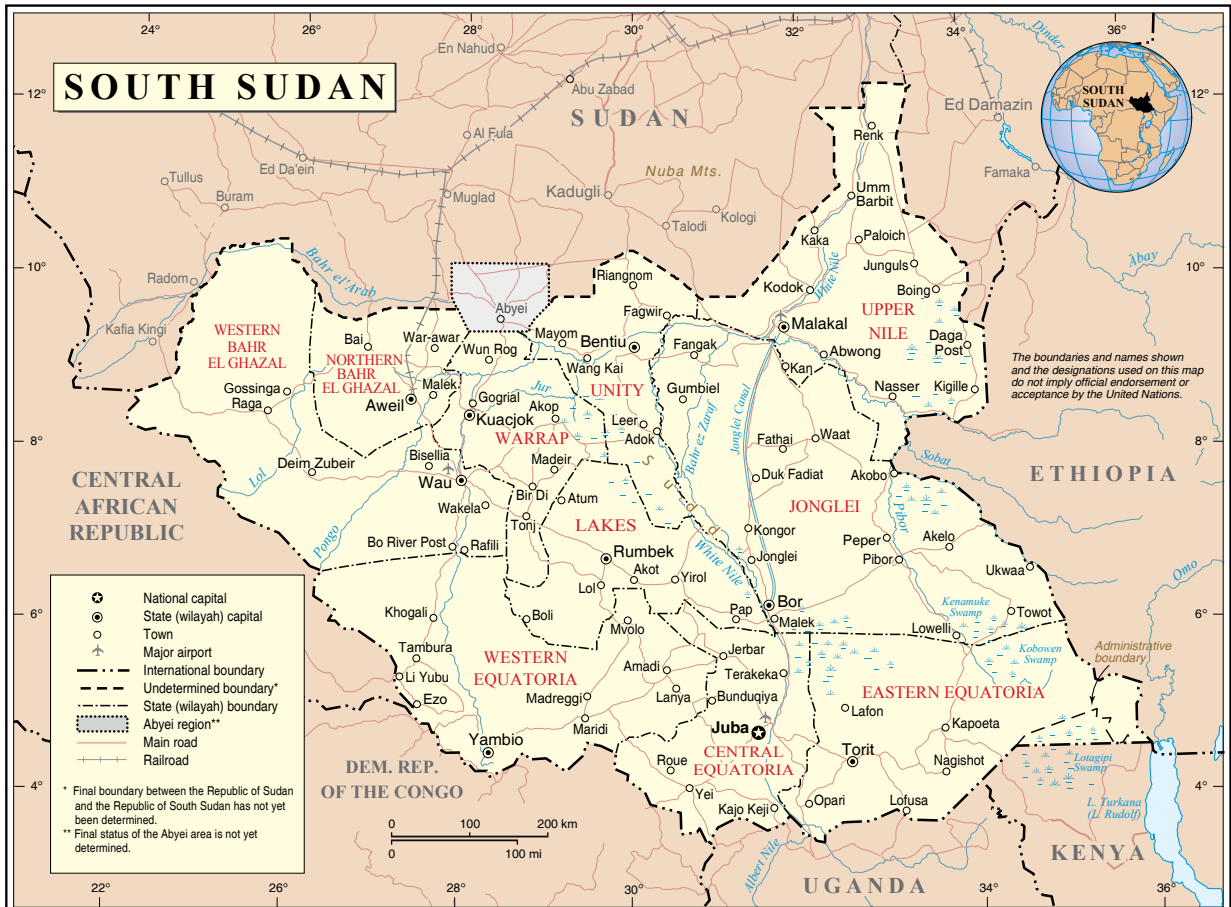
7 See for example, UN Human Rights Council, *The Human Rights Situation and the Activities of the United Nations Joint Human Rights Office in the Democratic Republic of the Congo*, September 4, 2017, UN Doc. A/HCR/36/34.

8 The UN Secretary-General's recent report on the strategic review of MONUSCO, for example, concluded that "the current political impasse and the continued uncertainty around the electoral timetable are fueling much of the insecurity witnessed across the country over the past year." See United Nations Security Council (UNSC), *Special Report of the Secretary-General on the Strategic Review of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo*, September 29, 2017, UN Doc. S/2017/826, para. 17.

9 *United Nations Security Council Resolution 1925* (2010), May 28, 2010, UNSC Doc. S/RES/1925.

10 *UNSC Resolution 2348* (2017), UNSC Doc. S/RES/2348, para. 34 (d). For analysis on the creation of the FIB, see United Nations Meetings Coverage, "'Intervention Brigade' Authorized as Security Council Grants Mandate Renewal for United Nations Mission in Democratic Republic of Congo," March 28, 2014, <http://www.un.org/press/en/2013/sc10964.doc.htm>.

11 *UNSC Resolution 2409* (2018), UNSC Doc. S/RES/2409, para. 31.



<http://www.ohchr.org/SiteCollectionImages/Countries/ssmap.pdf>

Background on Conflict in South Sudan

South Sudan gained independence from Sudan on July 9, 2011, after several decades of armed struggle. After only two years as an independent nation, the country's power-sharing arrangement between the president, Salva Kiir, and vice president, Riek Machar, collapsed into civil war. The crisis, although rooted in a political power struggle, was quickly marred by violence against civilians along ethnic lines. A political agreement was signed between Kiir and Machar in 2015, but the agreement failed to resolve underlying political tensions and was poorly implemented. The result was a new outbreak of violence in 2016.

Since 2016, violence has spread to most corners of the country. New armed opposition groups have emerged, and existing armed groups have fractured. Armed groups continue to target civilians and wage war despite the signing of a number of ceasefires and peace arrangements in 2018. A study published in September 2018 estimated that 383,000 civilians have died as a result of the civil war, including 190,000 from violent deaths.¹² The level and brutality of sexual violence in the conflict has also been shocking. Attacks against civilians have led to unprecedented displacement both inside and outside of the country. As of July 2018, 1.74 million people were internally displaced; another 2.47 million have fled to neighboring countries.¹³ Conflict has led to the collapse of the economy, which in turn has triggered a rise in criminality.¹⁴ Alongside civil war, cattle-raiding and inter-communal violence between herders and farmers in some areas of the country has led to thousands of deaths.

Throughout the conflict in South Sudan, the United Nations Mission in South Sudan (UNMISS) has been a key protection and security actor. The UN Security Council (UNSC) authorized the deployment of UNMISS in July 2011.¹⁵ In recognition of the deteriorating security situation and the outbreak of civil war in 2013, the UNSC adopted Resolution 2155 on May 27, 2014, which shifted the focus of UNMISS's mandate away from partnership with state authorities and placed greater emphasis on the Mission's role of protecting civilians, monitoring human rights, and enabling the delivery of humanitarian assistance.¹⁶ Alongside its broader mandate to protect civilians, UNMISS oversees protection for over 190,000 internally displaced persons sheltering in Protection of Civilians (POC) sites on UN bases.

12 London School of Hygiene and Tropical Medicine, *Estimates of Crisis-Attributable Mortality in South Sudan, December 2013–April 2018*, September 2018.

13 UN Office of Coordination for Humanitarian Affairs (OCHA), *Humanitarian Bulletin Issue 6: South Sudan*, July 16, 2018.

14 Report of the Secretary General on South Sudan (covering the period from 17 February to 3 June 2018), June 14, 2018, UN Doc. S/2018/609.

15 The UN Security Council authorized the deployment of UNMISS on July 9, 2011, through UN Security Council Resolution 1996. The UN Mission in Sudan (UNMIS) preceded the deployment of UNMISS. UNMIS was deployed in northern and southern Sudan in 2005 to support the implementation of the Comprehensive Peace Agreement. UNMIS was replaced by UNMISS in South Sudan in 2011. A separate force, the United Nations Interim Security Force for Abyei was deployed in June 2011. It continues to monitor contested areas between Sudan and South Sudan and to protect civilians and humanitarian workers.

16 UN Security Council Resolution 2155, May 27, 2014, UN Doc. S/2014/158.

METHODOLOGY

Research for this report was primarily conducted by one Center for Civilians in Conflict (CIVIC) staff member and one research consultant between January and June of 2018. The CIVIC staff member carried out two research trips to DRC and one research trip to South Sudan. The first DRC trip spanned a three-week period between January and February of 2018, during which time interviews were conducted in Kinshasa, Goma, and Beni. A second trip was undertaken to Goma, Bunia, and Bukavu for an additional three weeks in June 2018. A consultant researcher completed one week of interviews for CIVIC in Beni during June 2018. In South Sudan, the CIVIC staff member conducted interviews in Juba, Bor, and Bentiu over a four-week period between April and May of 2018.

In total, CIVIC completed 166 interviews in DRC. Of the 166 interviews: 57 were conducted with MONUSCO civilian officials; 17 were conducted with MONUSCO military officials; 32 were conducted with humanitarian or NGO officials; 23 were conducted with Congolese civil society leaders; 23 were conducted with Congolese civilians;¹⁷ 7 were conducted with local government/authorities; 3 were conducted with diplomats; 2 were conducted with members of the Congolese armed forces; and 3 were conducted with other subject matter experts.

In South Sudan, CIVIC completed 95 interviews. Of those 95 interviews: 28 were conducted with UNMISS civilian officials; 13 were conducted with UNMISS military officials; 5 were conducted with UNMISS police officers; 21 were conducted with humanitarian or NGO actors; 23 were conducted with South Sudanese civilians;¹⁸ and 3 were conducted with other subject matter experts.

CIVIC's analysis is also grounded in a review of past research conducted by think tanks and in a review of UN policy documents, some of which are cited in this text. Our understanding of civilian perspectives and the peacekeeping Missions in DRC and South Sudan are also founded on hundreds of additional interviews conducted across both countries throughout 2016 and 2017 that are not directly used or cited in this text.

CIVIC took steps to ensure that the information represented in this report was fully accurate at the time of its writing and publication, including by triangulating the information represented and sending a copy of the report for review by UN officials before publication. However, it ultimately reflects the situation in DRC and South Sudan at a very specific period in time. Many UNMISS and MONUSCO officials are working daily to improve upon the Missions' policies and practices.

All interviews for this report were conducted using a semi-structured format. On average, interviews lasted approximately one hour, but they ranged from 30 minutes to two hours. Most interviews were carried out on an individual basis, but CIVIC occasionally spoke with multiple interviewees at one time based on the preferences of the participants. CIVIC took steps to ensure that the local community voices incorporated into our research and report reflect a balanced gender ratio and a variety of different perspectives, including those of people of different ethnicities and education levels. For the security and privacy of the people interviewed, CIVIC has withheld names and identifying information throughout the report.

¹⁷ Of the 23 Congolese civilians CIVIC interviewed in DRC, 12 were women and 11 were men.

¹⁸ Of the 23 interviews that CIVIC conducted with South Sudanese civilians, 11 were with women and 12 were with men.

INTRODUCTION

The conflict environments into which many peacekeeping missions are deployed today look very different from when peace operations were first conceived and designed in the mid-1900s. In the early years of UN peace operations, civilian and military peacekeepers were most often deployed to oversee ceasefires at the end of inter-state wars or disputes. Since the end of the Cold War, however, peacekeeping missions have increasingly been called on to protect civilians and promote stability in complex intra-state conflicts where violence is perpetrated by a variety of state and non-state armed groups whose motives and alliances are not always clear. Increasingly, armed actors in a number of contexts intentionally target peacekeepers and civilians. Peacekeeping missions can find themselves simultaneously confronted with violent criminality, inter-communal violence carried out by community-based militias, fighting between national armies and non-state armed groups (NSAGs), and electoral or politically motivated violence perpetrated by government actors. Such intricate webs of threats exist in both South Sudan and the Democratic Republic of Congo (DRC), where CIVIC conducted its research for this report.

Mission mandates have also grown in length and complexity to incorporate a range of tasks intended to address these threats. Peacekeeping missions, including those deployed to DRC and South Sudan, have had to evolve to respond to the increasingly complex threat environments into which they are deployed. The number of specialized sections within missions has expanded so that missions can implement their growing range of mandated tasks.

Today's peacekeeping missions are multi-dimensional. They are composed of a number of military, police, and civilian sections with specialized roles, including providing physical protection, monitoring human rights violations, engaging actors in dialogue at the sub-national level, promoting adherence to the rule of law, and generating analysis to help mission leaders understand threats and make strategic and operational decisions in difficult operating environments. Modern UN peacekeeping operations are also integrated, which means they are required to coordinate and collaborate with UN humanitarian and development agencies deployed in country to enhance the work

and effectiveness of both the missions and the UN agencies.

Given the multi-dimensional and integrated nature of peacekeeping missions today, they need strong analysis, coordination, and planning structures to achieve mission objectives and prepare for and respond to crises, including protection crises. For almost two decades, the UN Secretariat has developed various policies and capabilities that seek to ensure integrated analysis and planning. Mission components and capabilities such as Joint Operation Centers and Joint Mission Analysis Centers were also established in every UN peacekeeping mission to support cross-mission information sharing and analysis.

Peacekeeping policies and resolutions have also begun creating a framework for intelligence in peacekeeping operations to strengthen how peacekeeping operations collect, analyze, and use information to support planning and decision-making. In 2017, the UN Secretariat released a Policy on Peacekeeping Intelligence. The Policy outlines the steps in an intelligence cycle and makes clear the important role that intelligence plays in the success of missions. It notes that without effective processes for acquiring, storing, analyzing, and disseminating information, peacekeeping missions cannot maintain a common and real-time operational picture, make informed decisions, or prevent and respond to attacks against civilians.¹⁹

Peacekeeping missions face significant challenges to generating integrated threat analysis at every stage of the intelligence cycle, including ensuring that mission leaders use intelligence effectively to establish mission priorities and make decisions. They also struggle to ensure that information from all mission sections feeds into a common operational picture and informs decision-making. For example, while missions have many streams of information on threats to civilians and some tools for analyzing these threats, the information is often not brought together or stored in one location. Mission leaders have access to all of this information, but it is not always clear whether and what information forms the basis of decision-making. Furthermore, staff making decisions at operational and tactical levels only have access to limited pieces of threat information.

¹⁹ UN Department of Peacekeeping Operations/Department of Field Support, *Policy on Peacekeeping Intelligence*, July 2017. In early 2018, the Special Committee on Peacekeeping Operations (C-34) of the General Assembly negotiated agreed language between member states recognizing peacekeeping intelligence as “the non-clandestine acquisition, verification, processing, analysis and dissemination of information by a United Nations peacekeeping mission within a specific, directed cycle, and within its mandate and area of operation.” UN, *Report of the Special Committee on Peacekeeping Operations: 2018 Substantive Session*, February 12–March 9, 2018, UN Doc. A/72/19, para. 71.



Ghanaian peacekeepers in Leer, South Sudan patrol and guard a temporary protection site for civilians. June 11, 2018. UNMISS Photo / Eric Kanalstein

Some of these challenges arise from the nature of the conflict environments where peacekeeping missions are deployed. Other challenges stem from the political environment in New York, where peacekeeping mission budgets and mandates are decided. Finally, peacekeepers do not always make optimal use of the tools available to them.

CIVIC's research has tried to identify where the challenges and gaps exist in conducting threat analysis and using it as the basis of integrated Mission action. In addition to noting some of the gaps, this report also highlights the initiatives being implemented by UNMISS and MONUSCO to overcome systemic and

structural challenges. The report will first look at the importance of Missions developing, disseminating, and implementing strategic guidance to ensure that the protection of civilians is prioritized and integrated into every step of information collection, analysis, operational planning, and decision-making. The report will then look at each of the steps of an effective planning and decision-making cycle, from information collection, management, analysis, and sharing to operational planning and decision-making.

STRATEGIC GUIDANCE AND PRIORITIZATION

“In conflict, there are always many layers and we do not want to miss what is important and do not [want to] only address security issues with military tools but address what is lying under these layers.”²⁰

In 1999, the UN peacekeeping operation in Sierra Leone became the first Mission explicitly mandated to protect civilians under imminent threat of physical violence. The decision by the UNSC to add protection of civilians (POC) to the Mission’s tasks was, in part, a reaction to the failure of UN troops to protect civilians from massacres in Rwanda and Bosnia. It was also based on recognition among member states that failures to protect civilians from ongoing violence would undermine the reputations and other strategic objectives of peacekeeping operations. Today, most peacekeeping missions are explicitly tasked with protecting civilians. However, peacekeeping operations have found it difficult to balance protection of civilians against other key mandate objectives and, within the mandated task of POC, to determine how to prioritize the multiple protection threats that civilians are facing within missions’ areas of operations.²¹ This challenge has only grown over the years as the Security Council has increased the number and types of activities it outlines for missions in their mandates.

Prioritization was identified as a significant challenge for missions a decade ago.²² The failure of missions to prioritize POC partially stemmed from the fact that POC

was a relatively new and poorly understood task. The Security Council took a number of steps to address this challenge, including issuing a thematic resolution on the protection of civilians stressing that missions must prioritize protection activities within their available capacity and resources. Through mission mandates, Security Council members also began directing specific peacekeeping missions deployed in contexts with high levels of violence to prioritize protection of civilians over other mandated tasks.²³

Despite these resolutions and sustained calls from the Secretariat and mission personnel for more achievable and sequenced mandates,²⁴ missions are still overtasked and mission leadership continues to struggle with prioritization. In a March 2018 speech, Secretary General Antonio Guterres acknowledged the tendency of member states to overload mandates and asked them to address this issue when he declared, “the United Nations Mission in South Sudan cannot possibly implement 209 mandated tasks.”²⁵ In the absence of clearer guidance from the Security Council, strategic guidance established by top Mission officials and approved by the Secretariat in New York, such as Mission Concepts, Mission Strategies, or military orders that rank priorities and identify key activities within mandated tasks, can more clearly outline and operationalize these priorities for Mission personnel.

Within their POC mandate, missions must also

20 CIVIC interview with MONUSCO civilian official, #55, Beni, February 2018.

21 Alison Giffen and Max Kelly, “Addressing the Doctrinal Deficit,” Stimson Center, October 26, 2011, 25-30, <https://www.stimson.org/content/addressing-doctrinal-deficit>.

22 A comprehensive independent review of the first 10 years of efforts by UN peacekeeping operations to implement the POC mandate found that, even in contexts such as Darfur, Sudan, and DRC where egregious violence against civilians was occurring, missions were not adequately prioritizing the protection of civilians among other mandated tasks. See Victoria Holt and Glyn Taylor with Max Kelly, *Protecting Civilians in the Context of UN Peacekeeping Operations, Successes, Setbacks and Challenges*, Independent study jointly commissioned by the Department of Peacekeeping Operations and the Office for the Coordination of Humanitarian Affairs, UN 2009.

23 UNSC Doc. S/RES/1894 “stresses that mandated protection activities must be given priority in decisions about the use of available capacity and resources, including information and intelligence resources, in the implementation of mandates; and recognizes, that the protection of civilians when and as mandated requires a coordinated response from all relevant mission components.” See UNSC Doc. S/RES/1894, November 11, 2009, para 19. The Security Council first mandated a peacekeeping operation to prioritize the protection of civilians over other mandated tasks in S/RES/1906 (2009).

24 Since the 2015 release of the High-Level Independent Panel on Peace Operations report, there has been growing support for sequencing UN peacekeeping operation objectives. Sequencing ensures that missions are addressing the most pressing issues given the context—which may be protection of civilians in some cases—and then adding tasks and capabilities as progress is made on more urgent or high-priority objectives and as actors on the ground are ready and better able to absorb additional support tasks, such as rule of law and security sector reform. The Security Council directed the UN Secretariat to take a more phased approach with the UN peacekeeping operations in the Central African Republic, see S/RES/2217 (2015), but the Mission still struggled to prioritize the numerous mandated tasks. See Evan Cinq-Mars, “‘The Primacy of Protection’: Delivering on the MINUSCA Mandate in the Central African Republic,” Center for Civilians in Conflict, 2017. For further info, see Aditi Gorur and Lisa Sharland “Prioritizing the Protection of Civilians in UN Peace Operations: Analyzing the recommendations of the HIPPO Report,” Stimson Center, 2016.

25 Secretary-General Antonio Guterres, *Remarks to Security Council High-Level Debate on Collective Action to Improve UN Peacekeeping Operations*, March 28, 2018.

determine whether, when, and how to respond to the multiple and rapidly evolving threats of violence against civilians within their area of operations. Peacekeeping missions cannot protect all civilians all of the time. The size and budget of peacekeeping missions often pales in comparison with the number of mandated tasks and the scale of conflict in countries where they are deployed. Peacekeeping budgets have also come under particular scrutiny over the last several years, and reductions in peacekeeping budgets have put a strain on key mission resources, such as air assets and travel funds for civilian personnel. The complexity of peacekeeping mandates and budget constraints make it important for peacekeeping missions to analyze threats and prioritize to which POC-related tasks they will devote resources and respond.

In 2009, an independent review of the protection of civilians in the context of UN peacekeeping found that the lack of strategic guidance in missions on the protection of civilians was a critical gap undermining mission success. Therefore, it recommended that missions develop protection of civilians strategies. The Security Council, through Resolution 1894, sought to address this gap by requesting the Secretary-General “ensure that all relevant peacekeeping missions with protection mandates incorporate comprehensive protection strategies into the overall mission implementation plans and contingency plans which include assessments of potential threats and options for crisis response and risk mitigation and establish priorities, actions and clear roles and responsibilities...”²⁶ The 2015 DPKO-DFS Policy on Protection of Civilians in UN Peacekeeping provided missions with a template for drafting protection strategies and guidance on how to establish the document.²⁷

Despite this guidance, CIVIC’s research in DRC and South Sudan over the last year demonstrates that Mission leaders continue to struggle with how to provide adequate strategic guidance on prioritization to staff. New initiatives are underway in both MONUSCO and UNMISS to address the lack of strategic guidance, but these efforts need the sustained support and attention of Mission leaders, including heads of missions, civilian and military chiefs of staff, deputy heads of missions, and heads of field offices.

In this section of the report, CIVIC will first provide detailed analysis from our research on what high-level mission strategies are in place to help UNMISS and MONUSCO personnel set Mission priorities. Then, the report will consider what types of information and

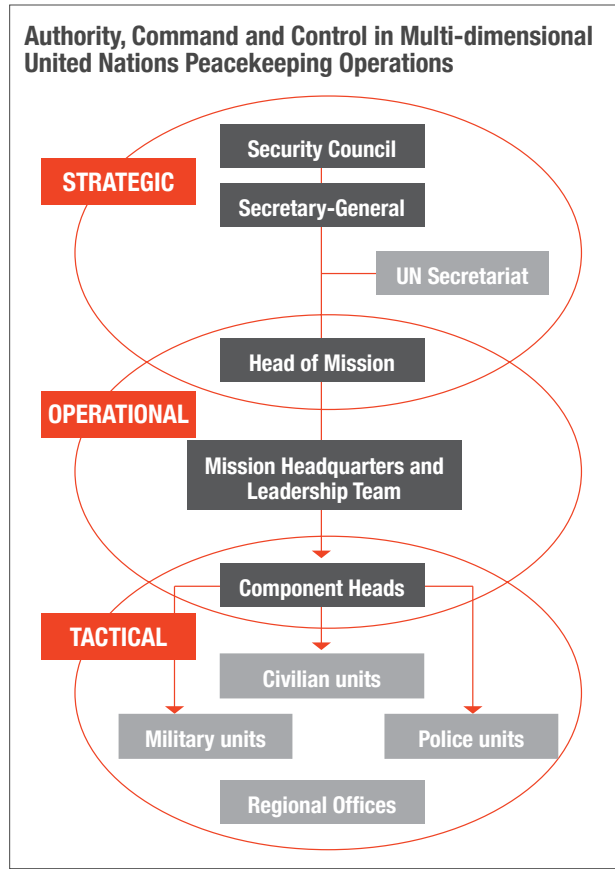


Image adapted from a graphic available in the DPKO/DFS, UN Peacekeeping Operations: Principles and Guidelines, 2008, pg 67.

threat analysis are used as the basis of these high-level mission strategies and decisions. Finally, it will make recommendations for steps member states, the Secretariat, and Mission leadership can take to help ensure strategic guidance is available to personnel, is based on integrated threat analysis, and helps the Missions focus their efforts where civilians are most in danger and where activities can have significant impact.

Creating Strategic Guidance for Personnel

The mandates of MONUSCO and UNMISS both identify protection of civilians as a priority objective and task, but they also include dozens of other activities. Most peacekeeping personnel in UNMISS and MONUSCO who spoke with CIVIC recognized the importance of Mission strategies for helping the Missions prioritize POC in relation to other mandated objectives and for deciding on a response among the numerous, diverse, and evolving threats in their areas of operations. However, strategic guidance in these Missions, such as Mission Concepts, are often out of date or not clearly communicated to staff.

26 UNSC, *Resolution 1894*, November 11, 2009, UN Doc. S/Res/1894, para 24. Subsequently, a report by the UN General Assembly Special Committee on Peacekeeping (C34) recognized the importance of protection strategies.

27 DPKO-DFS, *Policy on Protection of Civilians in UN Peacekeeping*, 2015.

Many MONUSCO officials, in particular, expressed frustration over a lack of strategic guidance available to help them set priorities. A MONUSCO military official told CIVIC, “We are desperate for the Mission to say, ‘we are going to roll our sleeves up and figure out what to do strategically.’”²⁸ A MONUSCO civilian official added, “MONUSCO is a very big machine and they have so many tasks going on that they don’t prioritize....It [a strategy] can focus the field office to do a better job in one targeted area.”²⁹ The geographic divide between MONUSCO’s strategic and political headquarters in Kinshasa, its operational headquarters in Goma, and its field offices make it exceptionally challenging to ensure that different Mission activities at each level are aligned.³⁰

Stakeholders in both Missions emphasized that a lack of clear strategic guidance could undermine the success of the Missions’ activities by leaving operational activities unsupported by high-level political engagement. As a MONUSCO civilian official explained, “Problems are never really local. There are links to political machinations.... If we hone down in a focused way on key political issues, we can begin to make military tasks more doable.”³¹

Moreover, in the absence of a clear political strategy, personnel tend to adopt a primarily military approach to mandate implementation, including protection concerns—an approach that stakeholders in DRC were critical of.³² As one national NGO official explained, “[There have been] fifteen years of operations by the FARDC and MONUSCO and nothing was resolved....I think this work is a problem for MONUSCO, who does not have a common vision across the Mission or the same strategy.”³³ An UNMISS civilian official told CIVIC, “If you prioritize physical protection first, we will probably fail as a Mission and fail the expectations of the international community.”³⁴

Officials in both Missions who spoke with CIVIC also felt that additional strategic guidance could encourage staff to concentrate on impact rather than routine activities

and to better measure the impact of action taken by peacekeepers.³⁵ “We identified that we could do better at strategic planning,” explained a MONUSCO civilian official. “We need the end strategy and intent and to work backwards from that.... [We are] task-oriented, and then there is a hope approach where you hope all those actions add up to something useful. All of these tasks should be linking up to a greater purpose.”³⁶

Congolese stakeholders who spoke with CIVIC in DRC emphasized the fact that, without strategic plans, peacekeepers tend to get pulled toward each new crisis in the country, which undermines the continuity and impact of their activities. A Congolese government official explained, “Political engagement is not enough. It is necessary to have a strategy for political engagement....If at each moment you change, how will you measure your progress in five years? There will be no impact.”³⁷ Similarly a national NGO official told CIVIC, “[MONUSCO] is good, I think. But, there is a need to have more of a strategic vision. Where will we be in five years? Where will we be in 10 years? They are missing a strategic vision for peace in the region.”³⁸

In addition to lacking updated or clearly communicated strategic guidance to help personnel prioritize between all Mission tasks, neither MONUSCO nor UNMISS have an updated protection strategy in place to highlight on which activities, regions, or types of violence personnel should focus their attention. With limited capacity, Senior Protection Advisors in both Missions have struggled to widely consult staff, draft the strategies, and obtain approval from Mission leadership and DPKO officials along timelines that allow them to ensure protection strategies are updated and relevant. Peacekeeping officials in both Missions also observed that personnel struggle to implement and operationalize broad, high-level protection strategies. Even when such strategies are adopted, they tend to remain a theoretical document—stored on a shelf but rarely reviewed or used by staff—making staff reluctant to invest time in updating the strategies.

28 CIVIC interview with MONUSCO military official, #25, Goma, February 2018.

29 CIVIC interview with MONUSCO civilian official, #120, Bunia, June 2018.

30 CIVIC interview with MONUSCO civilian official, #15, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #83, Goma, June 2018.

31 CIVIC interview with MONUSCO civilian official, #93, Goma, June 2018.

32 CIVIC interview with MONUSCO civilian official, #93, Goma, June 2018; CIVIC interview with MONUSCO military official, #99, Bunia, June 2018; CIVIC interview with MONUSCO civilian official, #145, Goma, June 2018.

33 CIVIC interview with national NGO official, #126, Bunia, June 2018.

34 CIVIC interview with UNMISS civilian official, #89, Juba, May 2018.

35 CIVIC interview with UNMISS military official, #14, Juba, April 2018; CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #75, Goma, February 2018.

36 CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018.

37 CIVIC interview with government official, #127, Bunia, June 2018.

38 CIVIC interview with national NGO official, #126, Bunia, June 2018.

The leadership of each peacekeeping Mission has been grappling with different ideas for addressing gaps in strategic guidance to help personnel prioritize action among all mandated tasks. In South Sudan, UNMISS's Special Representative of the Secretary-General (SRSG) initiated an "effects-based" and decentralized approach. He began by articulating the Mission's vision, which is focused on protecting civilians and building durable peace. Then he worked with heads of field offices to identify priority thematic areas and effects within the vision that need to be addressed in their area of operations. Some efforts were also made to review humanitarian priorities and needs for assistance from the Mission and to align these with field office priorities. UNMISS plans to review and update field office priorities every six months, and all sections are expected to align their activities with the identified priorities.

In Juba, the SRSG has condensed UNMISS's priorities into a concise Guidance on UNMISS Operational Priorities document and an operational priorities matrix that can be used to diffuse information on priorities to all staff and guide decision-making around the use of funds. In the future, the Mission intends to adjust its staffing to match the field office priorities. For example, the priorities in one location might require a heavier presence of the Mission's Civil Affairs personnel, while a different location might be more in need of Human Rights Officers or Rule of Law officials.

Speaking about the strategy, one UNMISS civilian official told CIVIC, "With this change of approach and decentralization, it has really helped. In the dry season, we can really move."³⁹ Another official said that the SRSG's guidance "allows you to identify in a critical fashion what the integrated priorities are."⁴⁰ While UNMISS officials were generally optimistic about the new effects-based approach and operational priorities matrix, some personnel warned that the approach will not immediately lead to a shift in processes or change the mindset of staff who are accustomed to routine activities.⁴¹

To address strategic gaps, MONUSCO has begun the process of adopting a "comprehensive approach"

to protection of civilians. The Mission's leadership has endorsed the approach and received funding for additional staff to implement it. A draft standard operating procedure (SOP) on the comprehensive approach identifies structures and processes at the strategic, tactical, and operational levels to oversee planning and implementation of activities. Under the SOP, plans would be initiated at the strategic level through a Mission Leadership Team and would always include elements of political, military, and civic engagement as well as strategic communications. These plans are intended to flow down to the operational and tactical levels where they are discussed and implemented through the guidance of joint civilian, police, and military teams.⁴²

Nearly all MONUSCO officials who spoke with CIVIC agreed on the merits of a comprehensive and integrated approach to protection. However, some staff cautioned against adopting too many new structures instead of strengthening and refocusing existing structures and promoting an effective balance of staff between Kinshasa and Goma to help MONUSCO link strategic and operational priorities.⁴³ At the time of CIVIC's research, an SOP on the comprehensive approach had not yet been approved. However, MONUSCO is already implementing some aspects of the approach through tailored armed group and regional strategies.

Initiatives such as UNMISS's effects-based prioritization and MONUSCO's regional strategies may prove more effective than Mission-wide POC strategies. As discussed, the Mission-wide protection strategies can become outdated, in part because they require approval from UN officials in New York. Moreover, they can be sidelined and deprioritized if they are drafted alongside rather than as part of broader Mission strategies. However, if MONUSCO and UNMISS are going to rely on methods of strategic prioritization that simultaneously tackle all Mission priorities while de-emphasizing the role of stand-alone protection strategies, these new overarching priorities and regional strategies need to be solidly based on protection analysis and threat data. Protection Advisors, Gender Advisors, and Child Protection Advisors can help to shape new guiding documents at early stages.

39 CIVIC interview with UNMISS civilian official, #30, Bentiu, April 2018. Note that during the rainy season, it is very difficult for the Mission to deploy resources given lack of infrastructure and flooding. The dry season is a critical window for deploying resources and implementing programs and activities. It is also when violence often escalates, requiring increased Mission action.

40 CIVIC interview with UNMISS civilian official, #58, Juba, April 2018.

41 CIVIC interview with UNMISS civilian official, #8, Juba, April 2018; CIVIC interview with UNMISS civilian official, #18, Juba, April 2018; CIVIC interview with UNMISS military official, #90, Juba, May 2018.

42 CIVIC interview with MONUSCO civilian official, #9, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #75, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #83, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #87, Goma, June 2018.

43 CIVIC interview with MONUSCO civilian official, #6, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #15, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #54, Beni, February 2018.

MONUSCO's Tailored Armed Group and Regional Strategies

MONUSCO has been attempting to create a more strategic framework for targeting armed groups and resolving the underlying causes of conflict through tailored armed group and regional strategies. Some MONUSCO officials told CIVIC that they felt the tailored armed group and regional strategies could replace broader protection strategies and provide missions with a more effective way of clarifying and operationalizing protection priorities. The first tailored armed group strategy is being implemented in North Kivu against the Patriotic Resistance Front in Ituri (FRPI). The process has been driven largely from the bottom up by MONUSCO's Stabilization and Support Unit (SSU). While SSU might seem to some observers to be an unlikely candidate for driving strategic planning within the peacekeeping Mission, SSU has devoted extensive time and resources mapping—through community dialogue—the root causes of violence. SSU's programs also bring a significant influx of money into a region that can be used to support key peacebuilding processes otherwise neglected by the government, such as demobilization of armed groups. For example, SSU's programs are currently injecting \$6.5 million into Ituri.

A key element of the strategy against the FRPI has been to link MONUSCO's military operations and civilian activities with political initiatives at the local, provincial, and national levels. At the local level, MONUSCO staff have worked with civil society and government partners to engage armed groups in dialogue. Based on the dialogue, local government officials have created a roadmap for demobilizing the FRPI. Political officials at higher levels within the Mission were brought on board to identify and engage Kinshasa-based politicians with links to local communities and conflict. "To support this approach, it is necessary to have political engagement at all levels," said one local government official. "Because of this process," he stated, "the issue of FRPI is at the center of political discussions."⁴⁴ One MONUSCO civilian official expressed the opinion that, "The FRPI [strategy] seems to me the only way to prioritize the primacy of politics."⁴⁵

Interviewed MONUSCO officials felt that the strategy had aligned the work of its sections much more closely than was happening in other regions. A military official in Ituri told CIVIC, "The two components are working very closely together here. I haven't seen that in the rest of the Mission."⁴⁶ As a MONUSCO civilian official explained, "All the strategy is, is bringing all the assets of the Mission together in a coordinated way with resources."⁴⁷ A second civilian official added, "I think we were not used to this approach, which is ridiculous."⁴⁸

Rather than being driven by high-level government and MONUSCO officials in Kinshasa, the strategy has been driven by local community and peacekeeping actors. In the words of one MONUSCO civilian official, "The reason we reached Kinshasa and the political level is because communities took charge of the situation."⁴⁹ According to a local government official, "The process gives focus to the real problems of the community....It has been truly inclusive."⁵⁰ While MONUSCO officials working on the strategy felt that its success is rooted in the community-based approach, they also advocated strongly for additional and more regular support and attention for the approach at the Mission's strategic and operational levels.

44 CIVIC interview with government official, #127, Bunia, June 2018.

45 CIVIC interview with MONUSCO civilian official, #53, Goma, February 2018.

46 CIVIC interview with MONUSCO military official, #99, Bunia, June 2018.

47 CIVIC interview with MONUSCO civilian official, #141, Goma, June 2018.

48 CIVIC interview with MONUSCO civilian official, #120, Bunia, June 2018.

49 CIVIC interview with MONUSCO civilian official, #86, Goma, June 2018.

50 CIVIC interview with government official, #127, Bunia, June 2018.

MONUSCO's leadership is attempting to build on the FRPI strategy by creating regional strategies to resolve root causes of conflict and align the work plans of MONUSCO's different components. Like the FRPI strategy, the regional strategies will focus on linking political engagement with operational activities based on the principle that "it is a comprehensive approach. It requires a civilian-led political approach and the military is playing a role."⁵¹ MONUSCO officials also told CIVIC that they hope the strategies will allow them to: create enhanced communication and collaboration between different field offices within a region; better address regional issues like migration and cross-border armed group activity; and leverage regional actors to resolve conflict in DRC.⁵² As one peacekeeper summarized, "We have the strategic, the operational, and the field office. I think the strategies help us connect all of that."⁵³ MONUSCO officials told CIVIC that they hope the regional strategies will build on experience gained from the FRPI strategy while remaining sufficiently tailored to the local context.

“I am not seeing, in my mind, a systematic approach to threat analysis and translating that into operational planning.”

—*MONUSCO civilian official*

51 CIVIC interview with MONUSCO military official, #99, Bunia, June 2018.

52 CIVIC interview with MONUSCO civilian official, #85, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #93, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #104, Bunia, June 2018; CIVIC interview with MONUSCO civilian official, #129, Bukavu, June 2018.

53 CIVIC interview with MONUSCO civilian official, #143, Goma, June 2018.

Basing Strategic Guidance on Threat Assessments

CIVIC's discussions with MONUSCO and UNMISS stakeholders indicated that there are different tools and approaches being used to assess threats within each Mission. There were also different perspectives on whether and to what extent the resulting information was influencing planning and decision-making. The diversity of views indicates a lack of coherence across each Mission, which could result in ad hoc or ineffective implementation of protection mandates.

The DPKO-DFS Policy on Protection of Civilians in UN Peacekeeping makes clear that "within the wide scope of potential situations of physical violence against civilians, the mission must prioritize those situations or incidents of greatest concern."⁵⁴ The policy and subsequent UN Headquarters (UNHQ) guidance to Joint Mission Analysis Centers (JMACs) offer suggestions for how missions can approach assessing and prioritizing risks of violence against civilians. Specifically, the policy advises missions to evaluate risk by considering the likelihood that an incident will occur alongside the scale of expected impact, including by assessing the capabilities and intent of perpetrators and the vulnerabilities of communities. Additionally, the policy recommends missions consider trends in violence against civilians, a Mission's ability and comparative advantage in responding to threats, and the possible negative consequences of any action. Moreover, the policies and guidance also offer templates for assessing and prioritizing risks⁵⁵.

While Mission officials are applying some of the tools identified by the Secretariat, many appear to be doing so without full knowledge of the contents or concepts in the policy. They are applying such concepts as "risk" and "comparative advantage of the Mission" instinctively, but, as a result, they are applying these concepts unevenly and inconsistently. For example,

Mission officials observed that sections do not routinely compare casualty information, which should factor into risk assessments from inter-communal conflict or violence committed by different armed groups in order to decide on interventions. "I am not seeing, in my mind, a systematic approach to threat analysis and translating that into operational planning....There is a need for a more systematic approach to it," said a MONUSCO civilian official.⁵⁶ A military official serving with UNMISS told CIVIC, "I don't see that clear thinking on where is most important and where you are deciding not to be. It is sort of happening intuitively...but we need institutional architecture around it."⁵⁷

When asked how they prioritize activities and response, peacekeepers often told CIVIC that the Missions tend to respond to threats where larger numbers of civilians are harmed and focus ongoing program activities in areas that are high risk due to ethnic fault lines and predatory armed group behavior.⁵⁸ Some Mission officials observed that they were less suited to handle certain kinds of violence—like criminal activity or community-based armed groups—than other types and advocated for this distinction to be reflected in Mission priorities.

Similarly, some peacekeepers argued that they should take into account the likely impact of their activities and focus in areas where they could make sustainable progress reducing violence.⁵⁹ Speaking about the FRPI strategy, a MONUSCO official said, "We prioritized where we thought we could have impact as opposed to where we thought things were the worst."⁶⁰ A second official acknowledged, "I think we went after them because they were low-hanging fruit and there were political inroads, but not because they were the biggest POC threat."⁶¹ Missions will likely want to devote resources both to opportunities where they can have a larger impact and to areas where protection threats to civilians are highest. Improving data analysis and

54 UN DPKO-DFS, *Policy on the Protection of Civilians in United Nations Peacekeeping*, 2015.

55 UN DPKO-DFS, *Policy on the Protection of Civilians in United Nations Peacekeeping*, 2015.

56 CIVIC interview with MONUSCO civilian official, #75, Goma, February 2018.

57 CIVIC interview with UNMISS military official, #69, Juba, May 2018.

58 CIVIC interview with UNMISS military official, #14, Juba, April 2018; CIVIC interview with UNMISS civilian official, #18, Juba, April 2018; CIVIC interview with MONUSCO civilian official, #51, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #88, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #145, Goma, June 2018.

59 CIVIC interview with MONUSCO civilian official, #8, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #15, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #28, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #38, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #88, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #93, Goma, June 2018.

60 CIVIC interview with MONUSCO civilian official, #28, Goma, February 2018.

61 CIVIC interview with MONUSCO civilian official, #15, Goma, February 2018.

ensuring that it forms the basis of decision-making in high-level meetings can help ensure the Mission strikes an appropriate balance.

Despite the differences in staff perspectives on risk analysis, top officials in both Missions reportedly rely heavily on JMAC early-warning and hotspot maps to make decisions. These documents are based on information reported to JMAC through their networks and identify areas where violence or tensions appear to be increasing. The UN Under-Secretary-General of Peacekeeping also recently requested missions to develop quarterly threat forecasting.⁶² In response, peacekeeping missions have begun compiling quarterly forward-looking threat assessments. JMAC officers and POC advisors are jointly responsible for compiling the threat forecasts with input from other Mission components. UNMISS and MONUSCO officials who spoke with CIVIC recognized the important role that quarterly forward-looking analysis could play in helping Mission leadership make strategic decisions on whether to significantly shift the Mission's stance or deployment pattern.⁶³ However, they felt that the quarterly analysis is too broad to fully inform decision-making, account for the different regional and armed group dynamics, or help orient staff at an operational level.⁶⁴ UN DPKO officials may need to better define the scope and purpose of the quarterly analysis.

In some cases, protection matrices have been used to allow peacekeepers and humanitarians to jointly identify and prioritize threats by categorizing them as "must," "could," or "should" protect.⁶⁵ While matrices have been piloted in a few locations in South Sudan, peacekeepers and humanitarians do not routinely use them. In DRC, protection matrices fell out of use because they failed to properly identify the most

pressing threats from "could" and "should" protect areas and because humanitarians did not feel MONUSCO was responsive to matrices. Over the last year, MONUSCO has tried to revive the matrices. Some humanitarians have resisted using the matrices as well as more closely sharing information with MONUSCO due to concern that the Mission's offensive mandate to neutralize armed groups makes it a party to the conflict rather than a neutral actor. Such collaboration, in the eyes of these humanitarians, would compromise their neutrality were they to make specific recommendations that could result in military action by MONUSCO.

Protection matrices have the potential to provide the Missions with a process for systematically analyzing and comparing data on protection threats suffered by civilians in different areas of the country. But with these matrices only partially operational, peacekeepers that spoke with CIVIC felt the Missions are not effectively using data on threats to prioritize interventions. A humanitarian actor commented on this when he asked, "Why are they not taking informed decisions based on data? For [us], it is all about information products so we take informed decisions."⁶⁶ In the absence of such systematic use of data, peacekeeping missions can overlook steady, longer-term violence that, "by sheer analysis of the numbers, [is] causing more harm"⁶⁷ than very visible massacres.

Without these processes and under pressure to act, missions can also find themselves stretched too thin to provide an effective response.⁶⁸ In the case of MONUSCO, where the Mission has shifted to more mobile operations, it is not always clear what scale and types of violence will trigger mobile peacekeeper deployments. A number of MONUSCO officials raised concerns that the Mission is under pressure

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- 62 Although CIVIC has not obtained a copy of the Under-Secretary-General for DPKO's directive, the initiative was acknowledged in a concept note for and discussed at the UN Secretariat-hosted workshop, "Protection of Civilians Threat Assessment Workshop" co-organized by DPKO-DFS/DPET/Policy and Best Practices Service and the Stimson Center on December 11, 2017. It was also mentioned by the Honorable Mr. Tore Hattrem of Norway in the UN General Assembly meeting on the Special Committee of Peacekeeping Operations, February 13, 2018, available at <https://www.norway.no/en/missions/un/statements/other-statements/2018/gaspecial-committee-of-peacekeeping-operations/>
- 63 CIVIC interview with UNMISS military official, #17, Juba, April 2018; CIVIC interview with MONUSCO civilian official, #92, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #142, Goma, June 2018.
- 64 CIVIC interview with UNMISS civilian official, #30, Bentiu, April 2018; CIVIC interview with MONUSCO civilian official, #129, Bukavu, June 2018.
- 65 UN DPKO/DFS, *Protection of Civilians Coordination Mechanisms in UN Peacekeeping Missions*, 2012.
- 66 CIVIC interview with humanitarian actor, #55, Bentiu, April 2018.
- 67 CIVIC interview with MONUSCO civilian official, #145, Goma, June 2018.
- 68 CIVIC, *Protection with Less Presence: How the Peacekeeping Operation in the Democratic Republic of Congo is Attempting to Deliver Protection with Fewer Resources*; CIVIC, *Policy Brief: Community Engagement by MONUSCO with Reduced Field Presence*, 2018.



An Ethiopian peacekeeper serving with the United Nations Mission in South Sudan (UNMISS), stands guard near an UNMISS helicopter at an airbase in Mundri, South Sudan during a weeklong mission to Mundri where UNMISS officials met with government troops, opposition militia, local authorities and civilians affected by conflict. January 22, 2018. UN Photo / Isaac Billy

to respond to too wide a variety of threats through mobile deployments. They indicated that doing so would quickly exhaust funds for such deployments and leave the Mission unable to respond to serious threats later in the year.⁶⁹ Speaking about the mobile deployments, one MONUSCO official told CIVIC that he saw “a troubling lack of standardization and coherence between POC analysis and frag[mented order]s causing operations to deploy.”⁷⁰

Peacekeepers cannot rely only on protection data when taking into account where to focus their efforts.

Political engagement is also key to resolving conflict, and Missions may require a different mission footprint or presence for political engagement. If properly developed, strategic guidance can help ensure that a Mission takes political considerations into account when making decisions on mission presence or activities. It could also help Missions avoid potential pitfalls of doing so, such as focusing activities primarily in areas where political actors are willing to cooperate—an approach that could risk political manipulation by host governments and compromise a Mission’s neutrality.

69 CIVIC interview with MONUSCO military official, #1, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #14, Goma, February 2018; CIVIC interview with MONUSCO military official, #90, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #93, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #142, Goma, June 2018.

70 CIVIC interview with MONUSCO civilian official, #75, Goma, February 2018.

Reviewing Mission Footprints

Missions, in consultation with the UN Secretariat, regularly have to review their footprint and make decisions on where to open and close bases and field offices. The presence of peacekeepers at a base can deter violence and contribute to stability. Bases are hubs from which peacekeepers can deploy to other hotspots in the area, so the decision of where to locate a base can be a critical protection decision that should be based, at least partially, on analysis of protection threats to a population.

Driven by troop reductions, budget cuts, and a desire to become more mobile, MONUSCO closed a number of bases in 2017. CIVIC's research into the closures demonstrated that Force directed where to close bases and did not consider a wide enough range of protection concerns. Anticipating additional closures in 2018, MONUSCO officials undertook a more comprehensive review of where they need to maintain a permanent presence. Civilian and military colleagues collaborated to identify ethnic fault lines, regions consistently affected by violence, and areas expected to remain flashpoints for violence in the future. Officials across the Mission felt that the exercise was a positive example of integrated analysis on protection threats being used to make important decisions affecting the ability of the Mission to deliver protection of civilians.⁷¹

In South Sudan, UNMISS has been reinforcing its presence in some areas of the country where bases already exist and opening smaller, temporary outposts called Austere Operating Bases (AOBs)⁷² to enhance its responsiveness to threats. From conversations with UNMISS officials and humanitarian, it is clear that the Mission is considering protection threats, humanitarian needs, and political sensitivities as it makes decisions on where to open AOBs. However, many stakeholders advocated for additional clarity, transparency, and uniformity in how these decisions are made. An UNMISS civilian official told CIVIC that there is a "push for decision-making and not all assessments on the field level that need to happen are taken." He encouraged UNMISS to look at long-term trends and said, "We need a discussion on, where is your static presence, because it is not possible to surge out from Juba to everywhere."⁷³ Similarly, a humanitarian actor asked, "What do they see as the merits of different types of bases and where and how are they deciding to put presence? That's what I want to know."⁷⁴ Stakeholders argued that without clearer thinking on the goal served by different types of bases, UNMISS could not properly determine which intervention to take—with a concern that there would be a mismatch between the scale or type of need and the Mission's response.⁷⁵ As one UNMISS military official articulated, "The intention of Mission leadership needs to be clear on what we want from this [base] and for what length of time....Otherwise you aren't protecting anyone, you are just protecting yourself."⁷⁶

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- 71 CIVIC interview with MONUSCO civilian official, #6, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #9, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #13, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #38, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #53, Goma, February 2018; CIVIC interview with MONUSCO military official, #78, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #85, Goma, June 2018; CIVIC interview with MONUSCO military official, #90, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #93, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #142, Goma, June 2018. ?? CIVIC interview with MONUSCO civilian official, #93, Goma, June 2018; CIVIC interview with MONUSCO military official, #90, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #142, Goma, June 2018.
- 72 CIVIC interview with UNMISS civilian official, #8, Juba, April 2018; CIVIC interview with humanitarian actor, #11, Juba, April 2018; CIVIC interview with UNMISS civilian official, #18, Juba, April 2018; CIVIC interview with UNMISS civilian official, #36, Bentiu, April 2018; CIVIC interview with UNMISS civilian official, #73, Bor, May 2018; CIVIC interview with UNMISS military official, #90, Juba, May 2018; CIVIC interview with UNMISS civilian official, #91, Juba, May 2018; CIVIC interview with UNMISS civilian official, #94, conducted via Skype, June 2018.
- 73 CIVIC interview with UNMISS civilian official, #91, Juba, May 2018.
- 74 CIVIC interview with humanitarian actor, #15, Juba, April 2018.
- 75 CIVIC interview with humanitarian actor, #10, Juba, April 2018; CIVIC interview with humanitarian actor, #11, Juba, April 2018; CIVIC interview with UNMISS military official, #17, Juba, April 2018; CIVIC interview with humanitarian actor, #46, Bentiu, April 2018; CIVIC interview with UNMISS military official, #76, Bor, May 2018; CIVIC interview with UNMISS civilian official, #94, conducted via Skype, June 2018.
- 76 CIVIC interview with UNMISS military official, #85, Juba, May 2018.

Recommendations:

- Mission personnel, particularly high-level and regional leaders as well as protection specialists within the Missions, should ensure that strategic guidance:
 - clearly articulates the importance of protection priorities among other tasks;
 - provides an overarching, integrated strategy for achieving protection objectives; and
 - provides guidance on which, among the many protection threats, are priorities for the mission.
- Mission leadership should also:
 - ensure that strategic guidance is regularly reviewed and updated and is effectively communicated to and implemented by Mission personnel;
 - clearly outline how threat assessments should be integrated into planning and decision-making (including Mission footprints, budgeting, and political strategies); and
 - direct Mission components and field offices to report on how they are implementing the strategies and the impact or outcome of the implementation.
- Missions should increase the use of data in threat assessments that inform protection priorities, strategic planning, and decision-making, including data on fatalities, the activities of armed groups, and trends in violence.
- UN DPKO-DFS should review and revise the policies and guidance developed at UNHQ on how missions can prioritize and forecast threats to civilians to ensure tools are useful to peacekeeping mission leadership and personnel. Further, UN DPKO-DFS, with support from member states, should find ways to promote dissemination of and training on guidance within missions. This could help missions avoid expending unnecessary resources reinventing tools versus adapting existing ones.
- While the cost of adjusting a mission's footprint is often significant, missions should regularly review their footprint alongside threat assessments to determine whether the location of bases and location of civilian personnel enables the mission to achieve protection objectives and prevent, mitigate, and respond to protection priorities.

INFORMATION COLLECTION, MANAGEMENT, ANALYSIS, AND SHARING

“One thing that is taboo in the UN is intelligence. How can military operations translate into success without intelligence? What I get now is information.”⁷⁷

“We need better integration, better information management, and better information sharing.”⁷⁸

Peacekeeping missions require information and intelligence to properly understand threats to civilians, ensure staff safety, and make decisions that prioritize POC activities. Essentially, they need information and intelligence to successfully fulfill their POC mandates. However, many member states and some individuals within the UN Secretariat and peacekeeping missions have for years opposed the use of the word “intelligence” in UN peacekeeping. Their opposition is based on concerns that information, including clandestine information, would be collected and shared with other UN member states and infringe on host state sovereignty.⁷⁹ Nevertheless, the term “intelligence” is now being used more frequently by member states and in UN policies related to peacekeeping, as well as by peacekeepers themselves. This wider usage is, in part, prompted by recognition that peacekeepers and other UN personnel cannot protect themselves, let alone civilians, without improved situational awareness.

As acceptance of “intelligence” in peacekeeping operations has grown, the Secretariat has developed policy and guidance to help missions adopt more systematic approaches to generating intelligence. In 2017, the UN issued the DPKO-DFS Policy on Peacekeeping Intelligence, and the Secretariat is currently developing a new draft “peacekeeping intelligence framework.” Peacekeeping operations are also undertaking reviews of their intelligence capabilities and issuing internal guidance on intelligence.⁸⁰

In basic terms, intelligence refers to the collection and analysis of information to inform decision-making. Missions have many streams of information that are

collected and could feed into situational awareness, planning, and decision-making. For example, Civil Affairs teams closely consult with civilians to understand local conflict dynamics, while the Human Rights Division documents information on violations. This information is not, in itself, intelligence and should not be confused with intelligence. Intelligence and situational awareness are distinct concepts, and there is some danger in too closely linking community-based mission activities with mission intelligence. Doing so could lead to reprisal attacks or protection concerns for civilians who engage in dialogue with the Mission. However, these streams of information can contribute to situational awareness and to decision-making on response to threats if the information is properly stored, shared, and analyzed.

An intelligence cycle includes a number of steps, including: decision-makers issuing guidance on what information they need and require; the collection of that information; the storage, management, and processing of the information; the analysis of the information; the packaging and sharing of the analysis with decision-makers; and the review and revision of the analysis and information requirements. An effective intelligence cycle can aid in effective decision-making because it supports the timely collection, triangulation, and rating of specific information from various sources.

The multidisciplinary and multilateral nature of peacekeeping operations creates significant challenges at each step of the intelligence cycle and complicates the ability of missions to produce integrated threat analysis. This section of the report will analyze the challenges and gaps facing UNMISS and MONUSCO along each step of the intelligence cycle. As subsequent sections will explain in further detail, peacekeeping missions require personnel that are dedicated to and specially trained to focus on information analysis and coordination. Such staff also need to be deployed to field locations in greater numbers. However, force generation and recruitment systems do not necessarily ensure that peacekeeping missions have personnel with the skillset to generate quality intelligence, and pre-deployment and in-mission training is often insufficient. Moreover, peacekeeping missions struggle to strike a balance between “need to know” and “need to share” that protects sensitive

77 CIVIC interview with MONUSCO military official, #77, Goma, February 2018.

78 CIVIC interview with MONUSCO civilian official, #68, Beni, February 2018.

79 In early 2018, the Special Committee on Peacekeeping Operations (C-34) of the General Assembly negotiated agreed language between member states recognizing peacekeeping intelligence as “the non-clandestine acquisition, verification, processing, analysis and dissemination of information by a United Nations peacekeeping mission within a specific, directed cycle, and within its mandate and area of operation.” UN, *Report of the Special Committee on Peacekeeping Operations: 2018 Substantive Session*, February 12-March 9, 2018, UN Doc. A/72/19, para. 71.

80 The 2018 Report of the Special Committee on Peacekeeping Operations, a consensus document negotiated by member states, takes note of the draft intelligence framework and includes a request to the Secretariat to develop a more cohesive and integrated UN system for situational awareness.

information while giving personnel the situational awareness to effectively implement their mandates. Finally, the absence of processes and technology for storing, grading, and analyzing threat information undermines situational awareness.

Information Collection in Peacekeeping Missions

There are a number of approaches to collecting intelligence. Peacekeeping operations have traditionally relied on open source information (OSINT) and information collected directly by individuals deployed in the operating context through observation and engagement with other stakeholders, which is sometimes referred to as human intelligence (HUMINT). More recently, peacekeeping operations have begun using signals intelligence (SIGINT), which includes intercepting radio communications, as well as geospatial intelligence (GEOINT)—including information from unarmed aerial vehicles (UAVs), satellites, aerial photography, aerostat balloons, and other mapping data.

Peacekeeping missions have thousands of personnel deployed in host countries, many of whom could potentially identify threats. The graph included on page 2 of this report highlights the roles of some different mission sections and how they could contribute to information collection and situational awareness. For example, the Civil Affairs Division in MONUSCO manages over 100 community liaison assistants (CLAs) who are national civilian staff that interact on a daily basis with community members. CLAs establish Community Alert Networks (CANs) through which community members can report threats. In addition, all troops deployed to remote locations or on patrol are able to report changes to the security environment through their chain of command. Some Military Liaison Officers (MLOs) and Military Observers (MilObs) within Force have additional, more specific responsibilities to monitor and report on the security environment. When they are trained appropriately and deployed strategically, they can provide valuable details through their reporting. While each section has the potential to support the Mission’s situational awareness with the information they collect in their operations, the U2 branch of Force and the Joint Mission Analysis Center (JMAC) are specifically tasked with generating intelligence for the Mission.

However, both U2 and JMAC face environmental

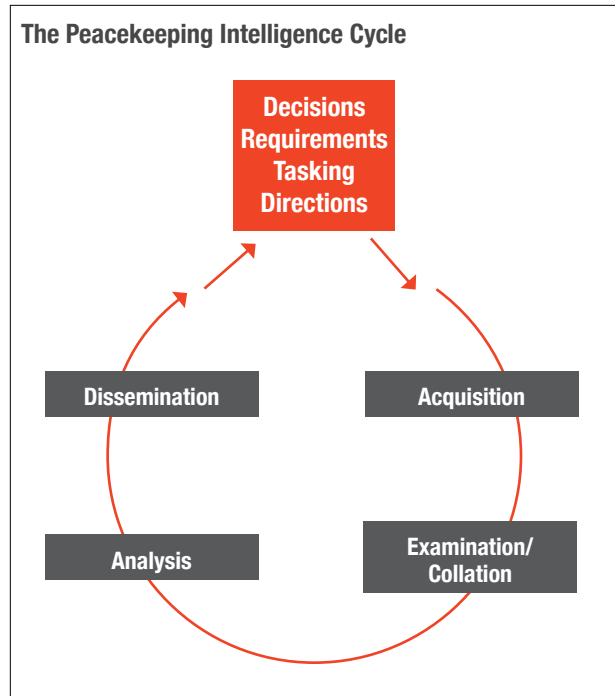


Image adapted from graphic available in the DPKO/DFS, Policy on Peacekeeping Intelligence, 2017, pg 5.

and institutional challenges to maintaining effective intelligence cycles in the Mission. For example, UNMISS and MONUSCO face physical access constraints that restrict their ability to collect information. There are few paved roads, and telecommunications networks are very limited in both countries. Environmental barriers to access are coupled with access denials from armed groups, security threats to personnel, and security restrictions on travel that hamper information collection.

In interviews with CIVIC, UNMISS personnel described a situation where security concerns, nonexistent road access during the rainy season, and other restrictions on night travel left them reliant on daytrips via helicopter to collect information from important areas of the country. According to stakeholders, mission personnel in remote or insecure areas where peacekeepers are either unable or unwilling to spend the night may have only two to four hours of ground time, making it difficult for them to speak with local contacts beyond the most prominent military and government officials.⁸¹ “That is really too short to do our work,” said one UNMISS civilian official. “He [the government representative] tells you what is pleasing to him and you have no time to verify if what this guy is telling you is really true.”⁸² Despite the existence of a formal agreement granting UNMISS freedom of movement in South Sudan, in practice, government and opposition security forces often hinder or block the

81 CIVIC interview with UNMISS civilian official, #2, Juba, April 2018; CIVIC interview with UNMISS civilian official, #28, location of interview withheld at request of official, April 2018; CIVIC interview with UNMISS civilian official, #29, Bentiu, April 2018; CIVIC interview with UNMISS civilian official, #36, Bentiu, April 2018; CIVIC interview with UNMISS civilian official, #87, Juba, May 2018.

82 CIVIC interview with UNMISS civilian official, #36, Bentiu, April 2018.

Mission's access to key areas when violence is taking place.

Military and civilian officials in both Missions also consistently raised concerns over the ability of troops to collect high-quality information given recruitment and training limitations. Personnel cited as constraints: the short rotations of uniformed personnel;⁸³ the absence of local, French, and English-language skills among troops;⁸⁴ and the lack of specialized intelligence training, even for staff officers deployed into the U2 branch of Force.⁸⁵ As an UNMISS civilian official told CIVIC, "If [troops] change every [six to 12] months, their situational awareness is limited." A MONUSCO military official noted, "It is not the weakness of the framework brigades, it is the weakness of the UN. There is no deployment of real intelligence officers."⁸⁶ Similarly, peacekeeping officials told CIVIC that the UN recruitment system does not allow JMAC sections the flexibility to hire analysts with the right combination of expertise, and they indicated that the lengthy recruitment process often leaves analyst posts empty for too long.⁸⁷

To collect geospatial and signals intelligence, missions require specialized equipment. Some equipment can be procured directly by peacekeeping missions, but much of it is brought to missions by troops deployed to the theater. Peacekeeping missions rely on voluntary contributions of troops, which means that the quality of technological equipment can vary widely from one troop-contributing country to another and that missions sometimes have antiquated technological equipment for intelligence collection.

Furthermore, peacekeeping missions have to negotiate agreements with host countries on which equipment they can bring into the country. Because host governments are sometimes a party to the conflict that

peacekeeping missions are deployed to monitor, they may have an interest in limiting the types of equipment deployed. UNMISS, for example, does not have any unmanned aerial vehicles (UAVs) for surveillance, and the UAVs deployed to MONUSCO are outdated.⁸⁸ MONUSCO has been requesting equipment and personnel to monitor telecommunications so that they can better track armed group activity and links. At the time of CIVIC's research, this capability was still not deployed to the Mission, although negotiations were underway to fund and generate a unit with signals capability.⁸⁹

Even when geospatial intelligence tools like UAVs are deployed to missions, there can be serious constraints as to how much information and what types of information they can collect. Heavy forest cover can prevent missions from capturing useful imagery, specialists are needed to analyze images, and images have to be taken in the same location and at the same time of day over a period of several days or weeks to capture changes over time. Because of these and other limitations, missions continue to rely primarily on human intelligence.

Most of the constraints discussed thus far are beyond the control of personnel deployed to South Sudan and DRC. However, stakeholders who spoke with CIVIC identified action that UNMISS and MONUSCO could take in-country to improve information collection, such as increasing clarity around what information is valuable to the Missions. An UNMISS civilian official observed, "It is important to have a strategic approach to information collection, to understand the purpose of the information and what information is strategic"—meaning what information is of high value to the Mission.⁹⁰ One way to create such awareness is by outlining, through Mission documents, the Information Requirements (IR) needed by the whole Mission and the Commander's Critical

83 CIVIC interview with UNMISS civilian official, #2, Juba, April 2018; CIVIC interview with UNMISS civilian official, #8, Juba, April 2018; CIVIC interview with UNMISS civilian official, #87, Juba, May 2018.

84 CIVIC interview with UNMISS civilian official, #29, Bentiu, April 2018; CIVIC interview with UNMISS police official, #34, Bentiu, April 2018; CIVIC interview with UNMISS military official, #69, Juba, May 2018; CIVIC interview with UNMISS military official, #76, Bor, May 2018; CIVIC interview with MONUSCO military official, #78, Goma, February 2018; CIVIC interview with UNMISS civilian official, #91, Juba, May 2018.

85 CIVIC interview with UNMISS civilian official, #12, Juba, April 2018; CIVIC interview with UNMISS military official, #17, Juba, April 2018; CIVIC interview with MONUSCO military official, #24, Goma, February 2018; CIVIC interview with MONUSCO military official, #78, Goma, February 2018.

86 CIVIC interview with MONUSCO military official, #72, Beni, February 2018.

87 CIVIC interview with UNMISS civilian official, #8, Juba, April 2018; CIVIC interview with MONUSCO civilian official, #9, Goma, February 2018.

88 CIVIC interview with UNMISS civilian official, #12, Juba, April 2018; CIVIC interview with UNMISS military official, #17, Juba, April 2018; CIVIC interview with UNMISS civilian official, #25, Juba, April 2018; CIVIC interview with MONUSCO military official, #24, Goma, February 2018; CIVIC interview with UN official, #31, Goma, February 2018. CIVIC was informed during the report editing process that MONUSCO has secured a contract to bring upgraded UAVs to the Mission and that they are expected to be operational by the end of November 2018.

89 CIVIC interview with MONUSCO civilian official, #6, Goma, February 2018; CIVIC interview with MONUSCO military official, #71, Beni, February 2018; CIVIC interview with MONUSCO military official, #78, Goma, February 2018.

90 CIVIC interview with UNMISS civilian official, #25, Juba, April 2018.

Information Requirements (CCIR) required by uniformed personnel to implement the Mission's mandate.

CIVIC's research indicates that while CCIR are sometimes in place, awareness of these tools is low even amongst higher-level military personnel. This means that they are not regularly updated or consistently utilized.⁹¹ Some Mission officials who were aware of the CCIR felt that they were being drafted without input from key sections, such as those specializing in gender and protection analysis.⁹² According to UNMISS officials, the Mission's Force Gender Advisor undertook a review of CCIR in early 2018 to incorporate aspects of gender-based (GBV) and conflict-related sexual violence (CRSV). Describing the situation before the intervention of the Force Gender Advisor, when the CCIR still had no questions on gender, an UNMISS official told CIVIC, "You look at reporting, the daily situation report, there was nothing in there to look at gender. That was because of CCIR."⁹³ At the time of CIVIC's research, priority IRs being applied by personnel in field locations and early-warning indicators still did not appear to adequately consider GBV or CRSV.⁹⁴

The 2017 DPKO-DFS Policy on Peacekeeping Intelligence notes, "Effective acquisition requires direction and planning to ensure resources are used in such a manner as to most effectively meet the IRs." It advises missions to put in place a Mission Intelligence Acquisition Plan to ensure Missions collect vital intelligence.⁹⁵ At the time of CIVIC's research, top UNMISS and MONUSCO civilian officials had not put in place whole-of-Mission Information Requirements, and Intelligence Acquisition Plans were in early stages of development.

Many peacekeepers speaking with CIVIC in both Missions also felt that situational awareness would improve if the quality of reporting improved. In particular, reporting could be enhanced through more standardized reporting templates and by being more closely linked to the Missions' priority IRs or strategic information needs.⁹⁶ One UNMISS civilian official told CIVIC, "Reports just get generated, and it is constant. It creates information, but then the 'so what' of it is missing. Most of it is useless."⁹⁷ Echoing these sentiments, a second civilian official said, "Reporting needs to become consolidated and tailored to what we are asking. [It needs to facilitate] real discussions."⁹⁸ Similarly, a military official in the Mission said, "Reporting is the bread and butter of the MLOs, and the SRSG has said, 'you are my eyes and ears.' But if people are not capable of translating what they see [into accurate reporting], it is not useful."⁹⁹

The leadership of both MONUSCO and UNMISS have recognized a need to improve reporting and have taken initial steps to improve quality with standardized templates for Force reporting.¹⁰⁰ MONUSCO personnel are also attempting to adopt a system of reporting for civilian and military section heads that better highlights the political and protection-related importance of events, that requires personnel to outline what action the Mission is taking at different levels in response to events, and that tracks impact through narrative discussion of how a situation has changed from one week to another. At the direction of MONUSCO's SRSG, Joint Operations Center (JOC) officials in MONUSCO are also trying to play a larger role in the quality control of Mission reporting and are driving Mission-wide conversations around the information gaps and the Mission's priority IRs.¹⁰¹

91 CIVIC interview with UNMISS military official, #54, Bentiu, April 2018; CIVIC interview with UNMISS military official, #69, Juba, May 2018; CIVIC interview with UNMISS military official, #76, Bor, May 2018; CIVIC interview with MONUSCO military official, #77, Goma, February 2018; CIVIC interview with MONUSCO military official, #91, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #92, Goma, June 2018; CIVIC interview with MONUSCO military official, #136, Bukavu, June 2018.

92 CIVIC interview with UNMISS military official, #5, Juba, April 2018; CIVIC interview with UNMISS civilian official, #8, Juba, April 2018.

93 CIVIC interview with UNMISS military official, #4, Juba, April 2018.

94 CIVIC interview with UNMISS civilian official, #2, Juba, April 2018; CIVIC interview with UNMISS civilian official, #8, Juba, April 2018; CIVIC interview with UNMISS military official, #69, Juba, May 2018; CIVIC interview with UNMISS military official, #76, Bor, May 2018; CIVIC interview with UNMISS civilian official, #94, conducted via Skype, June 2018.

95 DPKO/DFS, *Policy on Peacekeeping Intelligence*, para. 11.3 and 13.5.2.

96 CIVIC interview with UNMISS civilian official, #2, Juba, April 2018; CIVIC interview with UNMISS civilian official, #18, Juba, April 2018; CIVIC interview with UNMISS police official, #19, Juba, April 2018; CIVIC interview with UNMISS military official, #69, Juba, May 2018; CIVIC interview with MONUSCO civilian official, #36, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #75, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #120, Bunia, June 2018.

97 CIVIC interview with UNMISS civilian official, #2, Juba, April 2018.

98 CIVIC interview with UNMISS civilian official, #18, Juba, April 2018.

99 CIVIC interview with UNMISS military official, #76, Bor, May 2018.

100 CIVIC interview with UNMISS police official, #19, Juba, April 2018; CIVIC interview with UNMISS military official, #76, Bor, May 2018; CIVIC interview with MONUSCO military official, #91, Goma, June 2018; CIVIC interview with MONUSCO military official, #136, Bukavu, June 2018.

101 CIVIC interview with MONUSCO civilian official, #83, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #85, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #142, Goma, June 2018.

Recommendations:

- Member States should consider lengthening the deployment time of uniformed personnel who serve in key Force headquarters posts. Where these positions are repeatedly occupied by the same troop-contributing country (TCC), the TCC should develop information handover systems for officers. The Secretariat and Mission leadership should also develop systems that improve information handover during staff transitions.
- The Secretariat should reinforce efforts to generate troops and police with applicable language skills for the country where they are deployed and to enforce pre-deployment language tests.
- Missions, member states, and the Secretariat should also ensure that adequate numbers of CLAs and language assistants are budgeted for and recruited to support peacekeepers without the necessary language skills to interact with communities.
- UNMISS and MONUSCO should develop Mission-wide IRs and a Mission Intelligence Acquisition Plan. IRs should include information on protection threats, including CRSV. SRSGs should support the development and implementation of these intelligence tools.
- Newly arriving Sector Commanders and U2 officers should be briefed on existing CCIR—or the need to develop CCIRs—in consultation with other components of the Mission. Missions should consider whether to link CCIRs and IRs to quarterly forward-looking threat analysis and update them accordingly.
- Civilian and military leadership of Missions should more strategically utilize MLOs and MilObs to report on IRs and CCIRs. Given mobility challenges, it may be advisable to consider basing MLOs and MilObs in field locations rather than regional headquarters.
- UNMISS and MONUSCO should ensure that recent improvements to the format of military and civilian reporting are implemented and enforce a standardized reporting format that supports the fulfillment of IRs and CCIRs.



In Leer, South Sudan, as peace talks are launched in Addis Ababa, a steady stream of approximately 600 displaced persons scrambled for a place to temporarily settle down in a tiny protection area next to the UNMISS base. May 1, 2018. UNMISS / Eric Kanalstein.

“The information we get from the ground doesn’t give a complete picture.... It is like looking at only the legs of an elephant. It leads to an inaccurate picture, an inaccurate response.”

—MONUSCO military official

Information Storage and Management

Once information is collected, there should be uniform and well-understood processes in place for safely and effectively storing and managing that information. The majority of peacekeeping personnel in UNMISS and MONUSCO who spoke with CIVIC advocated for peacekeeping missions to improve the way information—including routine section reports, data on protection threats and incidents, and IRs and CCIRs—is stored and managed. While there are ongoing efforts to improve how information is stored in both Missions, up to mid-2018 there were few resources available to UNMISS and MONUSCO personnel for managing data, and peacekeepers were underutilizing the databases that did exist.¹⁰²

Mission officials in both UNMISS and MONUSCO told CIVIC that the absence of a strong system to store and organize information products undermines their situational awareness, leads to duplication of efforts, and results in a failure to fully utilize available products.¹⁰³ A MONUSCO civilian official stated, “Information-management, sorting, archives, and looking back at particular dynamics...[these are] very important and they don’t exist yet in such a strategically important Mission.”¹⁰⁴ Echoing this sentiment, a second official explained, “You have no platform where all of this information is centralized, compiled, archived, and easily available, and the impact, the consequence, of that is that you don’t have access to long-term information.”¹⁰⁵ At the time of CIVIC’s research, the Secretariat had recently deployed a cloud storage system called COSMOS to peacekeeping missions. COSMOS is intended to improve the ability of peacekeeping missions to store and organize mission documents, such as daily and weekly reports or specialized analysis on particular armed groups or regions.

When CIVIC conducted its research in South Sudan in May 2018, there was no universal database in use by UNMISS officials to track protection incidents. Some staff maintained, on their own initiative, spreadsheets of information on incidents and reported threats. If attempting to create hotspot maps, compile statistics, or look at trends in violence, most staff were relying on a tedious process of reviewing daily, weekly, and monthly reports generated by staff to manually generate this information.¹⁰⁶ When asked what he used to track protection incidents, one UNMISS civilian official replied, “We have been using nothing—institutional memory.”¹⁰⁷ UNMISS is in the process of adopting a database, called SAGE, that will allow Mission officials to input all threat and incident information into a centralized system. Over the past six months, UNMISS and the UN Secretariat have gradually trained peacekeepers in how to use SAGE. “That will solve a lot of the stove-piping and reporting issues,”¹⁰⁸ said one UNMISS military official. An UNMISS civilian official told CIVIC that SAGE trials had produced hotspot mapping very similar to JMAC’s analysis, but in a much quicker time period. According to him, “[SAGE] can give you, very quickly, trends and analysis—a picture on the ground based on incidents.”¹⁰⁹

MONUSCO has been using a database called ITEM to track protection incidents, and uniformed personnel in the Mission also have a geospatial mapping tool called the Force Common Operating Picture (FCOP) that is linked to it. As one Mission official described the vision for ITEM, “The whole idea was to bring operational data from different departments to the same [updated] platform.”¹¹⁰ In reality, however, the database is managed and primarily used by Civil Affairs personnel and protection advisors. Uneven and irregular usage of the database by other staff keeps it from being a stronger analytical tool for the whole Mission. Staff in key operational positions who spoke with CIVIC were either unaware of the database, reported not having access to it, or admitted to not regularly

102 SAGE was first launched by the UN Secretariat in 2014 and has been successfully deployed to other missions, including large missions in Africa such as the former missions in Cote D’Ivoire and Liberia.

103 CIVIC interview with UNMISS civilian official, #2, Juba, April 2018; CIVIC interview with UNMISS civilian official, #8, Juba, April 2018; CIVIC interview with UNMISS police official, #57, Bentiu, April 2018; CIVIC interview with UNMISS military official, #69, Juba, May 2018; CIVIC interview with MONUSCO civilian official, #7, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #68, Beni, February 2018; CIVIC interview with MONUSCO civilian official, #92, Goma, June 2018.

104 CIVIC interview with MONUSCO civilian official, #92, Goma, June 2018.

105 CIVIC interview with MONUSCO civilian official, #68, Beni, February 2018.

106 CIVIC interview with UNMISS civilian official, #2, Juba, April 2018; CIVIC interview with UNMISS civilian official, #8, Juba, April 2018; CIVIC interview with UNMISS police official, #57, Bentiu, April 2018; CIVIC interview with UNMISS civilian official, #58, Juba, April 2018.

107 CIVIC interview with UNMISS civilian official, #8, Juba, April 2018.

108 CIVIC interview with UNMISS military official, #69, Juba, May 2018.

109 CIVIC interview with UNMISS civilian official, #58, Juba, April 2018.

110 CIVIC interview with MONUSCO civilian official, #29, Goma, February 2018.

updating the database because of capacity issues.¹¹¹ Several MONUSCO officials described attempts to use ITEM and FCOP to map ethnic groups and predict violent incidents that were unsuccessful because the information in the systems was too outdated.¹¹²

MONUSCO officials also noted that there is little ability to monitor the quality and accuracy of the information entered in the system and to prevent duplication of entries, which makes them unwilling to rely on the database as an analytical tool.¹¹³ “It is the classic problem of bad information in, and then you have bad analysis,” explained one MONUSCO civilian official.¹¹⁴ Because of these weaknesses in the ITEM system and how it is maintained, some MONUSCO officials told CIVIC that the database is primarily used as an aid to help the Mission fulfill reporting requirements rather than as an integrated, analytical tool for understanding threats.¹¹⁵ Moreover, few staff deployed to MONUSCO have the skills and capacity to analyze data entered in ITEM and FCOP.¹¹⁶

MONUSCO is in the process of moving from ITEM to SAGE. Launching SAGE in MONUSCO may resolve many of the data storage and information management concerns raised during CIVIC’s interviews. Peacekeeping officials told CIVIC that conducting data analysis is easier in SAGE than in ITEM. SAGE will allow staff to rank the credibility of information and the severity of a threat, abilities whose absence constitutes a major gap in current information management processes. Moreover, the new database should allow them to establish responsibility among staff for entering, validating, and approving entries in the system, which will improve quality control and better protect information.¹¹⁷

Although the current systems used by UNMISS and MONUSCO personnel for tracking data are inefficient, many staff are comfortable with existing methods and reluctant to adopt new systems. In several cases, Mission sections will have to maintain independent databases of information. For example, the Human Rights Divisions of both Missions are required to enter all violations into a database linked to the Office of the UN High Commissioner for Human Rights (OHCHR) in Geneva. In addition, the JMACs are adopting a more sophisticated database for analysis of intelligence called I2, which will allow JMACs to, for example, analyze relationships and connections between actors. UNMISS and MONUSCO, with the help of the Secretariat, will need to ensure that these databases are complementary.¹¹⁸

UNMISS officials told CIVIC that a previous attempt to launch SAGE in South Sudan failed. The new SAGE launch provides UNMISS and MONUSCO with an opportunity to ensure staff are trained and understand the importance of proper data storage and management. Clear responsibilities and accountability for data entry will be important to the success of the system. Pre-deployment and regular in-Mission training will also be needed to ensure that, despite staff turnover, Mission officials know how to properly utilize the SAGE database. Moreover, entering data into SAGE needs to become a part of the daily, routine actions of personnel—potentially replacing some of the daily narrative reporting so that data entry is not viewed as an additional burden for personnel. Ideally, Missions should be able to generate accurate reports based on data entered into SAGE, rather than relying primarily on narrative reports and scrambling to enter information from reports into databases when they

111 CIVIC interview with MONUSCO civilian official, #23, Goma, February 2018; CIVIC interview with MONUSCO military official, #24 Goma February 2018; CIVIC interview with MONUSCO civilian official, #29, Goma, February 2018; CIVIC interview with MONUSCO military official, #32, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #38, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #61, Beni, February 2018; CIVIC interview with MONUSCO civilian official, #68, Beni, February 2018; CIVIC interview with MONUSCO military official, #71, Beni, February 2018; CIVIC interview with MONUSCO civilian official, #133, Bukavu, June 2018; CIVIC interview with MONUSCO military official, #136, Bukavu, June 2018.

112 CIVIC interview with MONUSCO military official, #97, Bunia, June 2018; CIVIC interview with MONUSCO military official, #99, Bunia, June 2018.

113 CIVIC interview with MONUSCO military official, #1, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #23, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #29, Goma, February 2018; CIVIC interview with MONUSCO military official, #32, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #38, Kinshasa, February 2018; CIVIC interview with MONUSCO military official, #71, Beni, February 2018.

114 CIVIC interview with MONUSCO civilian official, #130, Bukavu, June 2018.

115 CIVIC interview with MONUSCO military official, #1, Goma February 2018; CIVIC interview with MONUSCO military official, #24, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #53, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #142, Goma, June 2018.

116 CIVIC interview with MONUSCO civilian official, #23, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #53, Goma, February 2018.

117 CIVIC interview with UNMISS military official, #69, Juba, May 2018; CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with MONUSCO civilian official, #83, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #88, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #133, Bukavu, June 2018; CIVIC interview with MONUSCO civilian official, #142, Goma, June 2018.

118 CIVIC interview with MONUSCO civilian official, #38, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #92, Goma, June 2018.

have the capacity to do so. Mission leadership and the UN Secretariat bodies that support military, police, and civilian peacekeepers should encourage this shift in data management.

Recommendations:

- With funding and support from member states, the Secretariat should: continue supporting the deployment of I2 and SAGE to UNMISS and MONUSCO; provide ongoing training to staff on how to use the databases; engage with Missions to understand how SAGE can be further updated to fit their needs; and follow up to ensure databases are being properly utilized, including that the OHCHR database, I2, and SAGE are complementary rather than duplicative and are able to properly interface. An annual in-Mission or regional training/workshop on SAGE could be useful and provide such an opportunity.
- The Secretariat and Mission leadership should establish clear authority and responsibility for database entry, review, and approval to improve quality control and use of databases.
- Member states should consider implementing pre-deployment training on databases for military and police officials who will play a key role in data storage and management within Missions.
- UNMISS and MONUSCO should ensure Mission personnel understand and apply Mission guidelines on how to properly grade the credibility and urgency of information entered in SAGE.

Information Analysis and Sharing

Ideally, if information on protection threats, risks, or incidents is properly stored, it will then be available for analysis and use by relevant peacekeeping sections. Protection advisors and JMACs are the main bodies within peacekeeping operations responsible for producing integrated threat analysis to inform decision-making and action. In both MONUSCO and UNMISS, JMAC officials maintain an independent network of contacts to collect and verify information. However, they also receive and review reports generated by all Mission sections and rely on these reports—as well as

their information sources—to produce weekly early-warning or threat assessment reports, flash reports to draw attention to high-risk incidents, and additional analysis of threats and armed groups as needed.

In interviews with CIVIC, officials across both Missions generally agreed that JMAC produces high-quality analysis and that analysis is packaged in a format that encourages Mission response—for example, by recommending courses of action that could mitigate rising tensions.¹¹⁹ However, JMAC sections operate under budgetary and staffing constraints that impact their ability to collect and analyze information. MONUSCO officials, in particular, observed that travel budgets for JMAC staff were inadequate given the scale of crises in the country.¹²⁰ JMAC within UNMISS has 10 national officers deployed to field locations who improve the situational awareness of the section. Thus far, MONUSCO has relied on fewer staff in regional headquarters who deploy out in response to crises, but the Mission is planning to hire and deploy additional JMAC officers to field locations in the coming year.¹²¹

Moreover, peacekeeping officials noted that JMAC devotes a significant amount of time to independent information collection rather than analysis because they cannot control what other sections report. As discussed previously, existing reports from other sections are sometimes of poor quality, and reports can be biased toward portraying section activities in a positive light.¹²² While JMAC staff cannot directly task other Mission sections to collect information, an intelligence acquisition plan and IRs supported by Mission leadership can help ensure that all sections understand what information is valuable to JMAC, that more information is proactively reported to JMAC, and that JMAC is less reliant on regular reporting from other Mission sections.

The strength of early-warning information is far from the only factor determining how proactive a mission is in its response to protection threats. However, peacekeepers in South Sudan also recognized in their comments to CIVIC that JMAC analysis could be strengthened and contribute to a proactive mission stance if it was more forward looking. “I would like to see us get better at predicting four to six weeks from now so we can be proactive instead of reactive,” said

119 CIVIC interview with MONUSCO civilian official, #15, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #40, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #53, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #95, Goma, June 2018.

120 CIVIC interview with MONUSCO civilian official, #5, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #92, Goma, June 2018.

121 CIVIC interview with UNMISS civilian official, #2, Juba, April 2018; CIVIC interview with UNMISS civilian official, #94, conducted via Skype, June 2018.

122 CIVIC interview with UNMISS civilian official, #94, conducted via Skype, June 2018; CIVIC interview with MONUSCO civilian official, #130, Bukavu, June 2018.

one UNMISS official.¹²³ But, the official noted, staffing constraints and the rapid pace of conflict in South Sudan make it difficult to get further ahead of crisis situations. UNMISS officials also felt that JMAC could strengthen its use of indicators to measure changes in the threat level. Yet over-reliance on predetermined indicators could blind the Mission to developing crises that do not trigger one of these indicators.¹²⁴ Therefore, it is necessary to balance the use of indicators with relying on experienced staff and trusted contacts.

While peacekeeping officials in UNMISS and MONUSCO agreed that JMAC's analysis is strong, JMAC sections are designed and mandated to be strategic tools for Mission leadership. Therefore, their reporting lines are directly to mission SRSGs, and their analytical products are shared with a limited number of high-level officials within the Missions. Humanitarians and peacekeeping officials in both Missions expressed frustration regarding their lack of access to JMAC's information and analytical products.¹²⁵

According to UNMISS and MONUSCO officials, lack of wider access to JMAC information and analysis also prevents JMAC analysis from being fully utilized during operational and tactical planning. A MONUSCO civilian official stated, "So how useful is that if they are just giving information to the senior leaders who are too far removed from the details to be able to react appropriately?"¹²⁶ A second MONUSCO civilian official added, "We realized that the Mission may have the analytical capacity to look at threats in the medium and long term, but [is] not necessarily connecting that to daily planning"—a function primarily executed by officials below senior Mission leadership.¹²⁷ In UNMISS, heads of field offices complained that because they have very limited access to JMAC's analysis, they lack awareness of the broader political and conflict

environment that would improve their decision-making.¹²⁸

JMAC officials try to share early-warning and threat information with a wider group of Mission officials and humanitarian actors through oral briefs. However, oral briefings can make it difficult for stakeholders to trust and act on the analysis.¹²⁹ As one UNMISS military official explained, "Is it actionable? It is not....Information given orally is problematic. It can be a single source or multiplied analysis. So, you can't run with it. You aren't aware of the value of the information."¹³⁰ While JMACs will not be able to share information on their sources with other Mission components, as will be discussed in subsequent sections of this report, improved systems for grading information could help other Mission personnel feel more empowered to take action based on early-warning information.

Overall, peacekeeping officials speaking with CIVIC were more critical of information sharing by JMAC in UNMISS than they were in MONUSCO. CIVIC found that JMAC officials in MONUSCO share their analytical products with a wider range of actors than they do in UNMISS and have been particularly proactive about finding opportunities to collaborate with other Mission sections and field offices.

In MONUSCO, the JMAC, U2 branch of Force, and JOC also appear to be more closely sharing information and coordinating to reduce duplication in the information collection and analysis process.¹³¹ By contrast, one UNMISS civilian official described the relationship between U2 and JMAC as "two separate entities sitting in the same office who are reproducing each other's work."¹³² As another UNMISS official explained to CIVIC, "Where does U2 stop and JMAC start, and what is JMAC's role in helping U2 function? I don't

123 CIVIC interview with UNMISS civilian official, #12, Juba, April 2018.

124 CIVIC interview with UNMISS civilian official, #12, Juba, April 2018; CIVIC interview with UNMISS civilian official, #91, Juba, May 2018; CIVIC interview with UNMISS civilian official, #94, conducted via Skype, June 2018.

125 CIVIC interview with humanitarian actor, #10, Juba, April 2018; CIVIC interview with UNMISS civilian official, #12, Juba, April 2018; CIVIC interview with UNMISS military official, #17, Juba, April 2018; CIVIC interview with UNMISS civilian official, #20, Juba, April 2018; CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with UNMISS military official, #69, Juba, May 2018; CIVIC interview with MONUSCO civilian official, #9, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #13, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #15, Goma, February 2018.

126 CIVIC interview with MONUSCO civilian official, #13, Goma, February 2018.

127 CIVIC interview with MONUSCO civilian official, #9, Goma, February 2018.

128 CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with UNMISS civilian official, #59, Juba, April 2018; CIVIC interview with UNMISS military official, #69, Juba, May 2018; CIVIC interview with UNMISS civilian official, #87, Juba, May 2018; CIVIC interview with MONUSCO civilian official, #95, Goma, June 2018.

129 CIVIC interview with UNMISS civilian official, #12, Juba, April 2018; CIVIC interview with UNMISS military official, #17, Juba, April 2018; CIVIC interview with UNMISS civilian official, #20, Juba, April 2018; CIVIC interview with UNMISS military official, #69, Juba, May 2018.

130 CIVIC interview with UNMISS military official, #17, Juba, April 2018.

131 CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with UNMISS military official, #69, Juba, May 2018; CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with UNMISS civilian official, #87, Juba, May 2018; CIVIC interview with MONUSCO civilian official, #95, Goma, June 2018.

132 CIVIC interview with UNMISS civilian official, #12, Juba, April 2018.

have an answer.”¹³³ Across both Missions, information sharing and coordination between U2 and JMAC is complicated by the frequent turnover of U2 personnel, among other factors.

While there are clear benefits to wider sharing of JMAC analysis, Mission officials warned that JMAC analysis is politically sensitive and that the need for greater information has to be balanced against the potential damage to the Mission’s contacts and political relationships should analysis leak.¹³⁴ While many of the efforts by MONUSCO’s JMAC to collaborate with other Mission sections on information needs and collection could serve as examples of good practice for other missions to consider, UNMISS may not be able to adopt some of these practices. UNMISS and MONUSCO have different mandates and operating environments. MONUSCO is mandated to coordinate with and support the government of DRC. In South Sudan, the government is the largest perpetrator of violence against civilians and often blocks the Mission from moving freely; leakages of JMAC information could pose a more serious problem to the functioning of the Mission. Wider sharing of information might also prevent JMACs from producing candid and detailed analysis unless separate information products are generated for different actors.

JMAC in MONUSCO: Finding Creative Solutions to Information-Sharing Barriers

According to MONUSCO officials, the JMAC section in MONUSCO has developed a strong working relationship with the U2 branch of Force, which allows them to discuss priority IRs, identify information gaps, and support U2 to verify reported incidents.¹³⁵ This exchange is often informal or occurs through bi-lateral meetings. In November 2017, JMAC initiated a more formal and extensive conference in Beni between different Mission actors involved in information collection, analysis, and response. The purpose of the conference was to review what information and assessments each section had collected on the Allied Democratic Forces (ADF) armed group, re-evaluate the threat posed by this armed group, identify information gaps, and discuss how to fill analytical gaps. Participants identified the workshop as a helpful exercise to bring together different sources of intelligence in the Mission, collectively analyze it, and discuss information needs. This effort could be replicated if capacity allows.¹³⁶

133 CIVIC interview with UNMISS civilian official, #8, Juba, April 2018.

134 CIVIC interview with UNMISS civilian official, #2, Juba, April 2018; CIVIC interview with UNMISS civilian official, #18, Juba, April 2018; CIVIC interview with UNMISS civilian official, #25, Juba, April 2018.

135 CIVIC interview with MONUSCO military official, #91, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #95, Goma, June 2018.

136 CIVIC interview with MONUSCO civilian official, #5, Goma, February 2018; CIVIC interview with MONUSCO official, #54, Beni, February 2018; CIVIC interview with MONUSCO civilian official, #68, Beni, February 2018; CIVIC interview with MONUSCO civilian official, #92, Goma, June 2018.



UNMISS opens a new peacekeeping base in the South Sudanese town of Yei in 2018. January 25, 2018.
UN Photo / Eric Kanalstein

Given the current limitations in the ability of JMAs to share analysis with all Mission stakeholders who need analysis for planning and decision-making, UNMISS and MONUSCO need other mechanisms for verifying, analyzing, and sharing information. One major role of JOCs in peacekeeping operations is to facilitate information sharing. They are structured as an “information hub established at Mission Headquarters to ensure mission-wide situational awareness through integrated reporting on current operations as well as day-to-day situation reporting.”¹³⁷ In UNMISS and MONUSCO, JOCs do foster a degree of cohesion and improve situational awareness by hosting weekly information-sharing meetings open to all Mission sections and by consolidating section reporting at the headquarters level into unified daily and weekly situational reports. But, many UNMISS and MONUSCO personnel expressed to CIVIC that additional tools and processes are needed to ensure that potential sources of early-warning information are not overlooked and to make sure that information is integrated into a cohesive operational picture. As one MONUSCO civilian official said, “All these pieces of potential for early warning do not feed into a central system.”¹³⁸

As discussed previously in sections looking at databases and incident reporting, an important step in information analysis is verifying information and rating its credibility and importance. Mission officials described to CIVIC a situation where sections were each independently collecting information on the same incidents rather than working collectively to verify incidents and assess threats.¹³⁹ Peacekeeping officials identified the need for a better system to triangulate information and a methodology to assess the quality of information based on the number of sources and the reliability of the source.¹⁴⁰ “Knowing the veracity of information is a challenge,” said one MONUSCO civilian

official.¹⁴¹ A MONUSCO military official commented to CIVIC, “Threat-analysis and how it changes operational plans, I have a big problem with it, because it is not necessarily triangulated across Mission sections.”¹⁴² Without a system for verifying incidents, a second MONUSCO military official indicated, “the information we get from the ground doesn’t give a complete picture....It is like looking at only the legs of an elephant. It leads to an inaccurate picture, an inaccurate response.”¹⁴³

In MONUSCO, information sharing and integrated analysis are weakest at the field office level, where the absence of coordination staff leaves sections operating somewhat in silos. “We don’t have any mechanism that lets us do integrated analysis,” explained one field-based MONUSCO official.¹⁴⁴ Without a dedicated analysis or coordination cell at the local level, each section submits its own reports, which are never integrated into a single report for the office. A second field-based MONUSCO official told CIVIC that conflicting reports make responding to threats difficult: “Sometimes, we get the same story three different ways. So, how do you determine which is the most accurate one? That has proven very difficult and that informs how you respond on a POC level.”¹⁴⁵

While sections submit reports to the head of field office, they also submit them up their section chains of command to Goma and Kinshasa. This causes confusion at the headquarters level when the reports contain conflicting information.¹⁴⁶ Dual reporting lines, the lack of local analytical capacity, and gaps in horizontal information sharing also mean that information on threats can sometimes reach high levels of the Mission before key staff responsible for decision-making at the local level are aware of the

137 UN DPKO, *Policy Directive: Joint Operations Centres and Joint Mission Analysis Centres*, July 1, 2006.

138 CIVIC interview with MONUSCO civilian official, #86, Goma, June 2018.

139 CIVIC interview with UNMISS civilian official, #20, Juba, April 2018; CIVIC interview with UNMISS civilian official, #12, Juba, April 2018; CIVIC interview with UNMISS civilian official, #25, Juba, April 2018; CIVIC interview with UNMISS civilian official, #28, location of interview withheld at request of official, April 2018.

140 CIVIC interview with UNMISS civilian official, #8, Juba, April 2018; CIVIC interview with UNMISS civilian official, #25, Juba, April 2018; CIVIC interview with MONUSCO military official, #32, Goma, February 2018; CIVIC interview with UNMISS civilian official, #94, conducted via Skype, June 2018; CIVIC interview with MONUSCO military official, #97, Bunia, June 2018; CIVIC interview with MONUSCO civilian official, #104, Bunia, June 2010; CIVIC interview with MONUSCO military official, #136, Bukavu, June 2018; CIVIC interview with MONUSCO civilian official, #144, conducted via telephone, June 2018.

141 CIVIC interview with MONUSCO civilian official, #144, conducted via telephone, June 2018.

142 CIVIC interview with MONUSCO military official, #97, Bunia, June 2018.

143 CIVIC interview with MONUSCO military official, #97, Bunia, June 2018.

144 CIVIC interview with MONUSCO civilian official, #101, Bunia, June 2018.

145 CIVIC interview with MONUSCO civilian official, #144, conducted via telephone, June 2018.

146 CIVIC interview with MONUSCO civilian official, #7, Goma, February 2018; CIVIC interview with MONUSCO military official, #32, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #54, Beni, February 2018; CIVIC interview with MONUSCO civilian official, #68, Beni, February 2018; CIVIC interview with MONUSCO military official, #78, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #133, Bukavu, June 2018; CIVIC interview with MONUSCO civilian official, #144, conducted via telephone, June 2018.

threat, thereby delaying response to alerts.¹⁴⁷ According to a MONUSCO military official, “The lack of structure makes people deliver information directly to the Force Commander or the Deputy Force Commander, which is great, but there are around three levels in between that should have had that and could have reacted quicker.”¹⁴⁸ Augmented information analysis and coordination capacity at the field level could help ensure a more integrated and common operating picture across field office sections and ensure that integrated reporting would flow up to the headquarters level.

MONUSCO officials have taken some steps to address the analytical gap at the field office level. With the assistance of Secretariat officials, MONUSCO’s Civil Affairs staff are piloting a Strategic Action Matrix through which they assess the number and types of incidents attributable to different armed groups as well as the likelihood that violence will escalate. Civil Affairs staff work closely with local communities and often have a strong understanding of conflict dynamics. The Strategic Action Matrix could help them to more systematically capture their understanding of threats and assist heads of field offices in identifying priority threats for response.

In Beni, where attacks against civilians have been particularly persistent and violent, the Mission also established a Joint Analysis Collection and Early-Warning (JACE) cell. The cell has staff dedicated to collecting information, monitoring threats, and providing the field office with analysis to improve situational awareness. “The whole idea of JACE is to keep people informed at the field office level,” explained a MONUSCO official.¹⁴⁹ Some sections have been

reluctant to share information with the JACE, and not all sections in Beni are fully utilizing the capacity of the cell by requesting information and analysis from the unit. However, peacekeepers in Beni who spoke with CIVIC felt overall that the JACE was playing an important role in bringing together information collected from different components of the Mission deployed to Beni and had improved their awareness of threats and access to intelligence.¹⁵⁰ While Beni is a particularly high-threat environment, several peacekeeping officials deployed to other regions are advocating for the creation of similar cells in their area of operations.¹⁵¹

As previously discussed, MONUSCO plans to deploy additional JMAC officers to field locations in 2018. The primary role of these JMAC officers will continue to be generating analysis for the Mission leadership. However, they may be able to contribute to local situational awareness or build links between threat analysis at the strategic, operational, and tactical levels. In its most recent budget proposal, MONUSCO also requested additional JOC officers, who will be based in key field offices throughout the country. These officers will play an information-sharing, crisis management, and coordination role and could help field offices develop a common operational picture. In UNMISS, Field Integrated Operations Centers (FIOCs) were created to fulfill the same function and have alleviated many of the information-sharing and reporting weaknesses identified in MONUSCO. However, if lessons can be drawn from the example of FIOCs in South Sudan, a single JOC officer may struggle to adequately bring together Mission components.

147 CIVIC interview with MONUSCO military official, #24, Goma, February 2018; CIVIC interview with MONUSCO military official, #25, Goma, February 2018; CIVIC interview with MONUSCO military official, #32, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #54, Beni, February 2018; CIVIC interview with MONUSCO military official, #77, Goma, February 2018.

148 CIVIC interview with MONUSCO military official, #24, Goma, February 2018.

149 CIVIC interview with MONUSCO civilian official, #95, Goma, June 2018.

150 CIVIC interview with MONUSCO civilian official, #9, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #60, Beni, February 2018; CIVIC interview with MONUSCO civilian official, #68, Beni, February 2018; CIVIC interview with MONUSCO military official, #71, Beni, February 2018; CIVIC interview with MONUSCO civilian official, #95, Goma, June 2018.

151 CIVIC interview with MONUSCO civilian official, #52, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #101, Bunia, June 2018.

Field Integrated Operations Centers (FIOCs) in UNMISS

The Field Integrated Operations Centers (FIOCs) in UNMISS are “coordination, facilitation, reporting, and crisis management tools.”¹⁵² Each Field Office now has a FIOC. They operate under the authority of the head of the field office and are tasked by and report directly to him or her. However, FIOCs maintain strong information-sharing and support links with the JOC based in Juba and perform JOC functions at a local level. Before FIOCs existed, UNMISS had State Operations Centers (SOCs) intended to serve a similar role, but SOCs were understaffed, under-resourced, and were more closely linked to JOCs in Juba than they were to field offices. Following a renewed outbreak of violence in South Sudan in 2016 that tested the crisis management capabilities of the Mission, UNMISS transformed the SOCs into FIOCs and has been building their capacity over the last year.

Unlike the SOCs, FIOCs are composed of at least one FIOC coordinator and several FIOC officers exclusively budgeted and staffed as FIOC personnel and dedicated to the cell. Officers from the Department of Safety and Security (DSS), the police, and military components—including Military Liaison Officers—are then integrated into the FIOC so that they can share all information and coordinate their activities. UNMISS officials told CIVIC that FIOCs remain understaffed despite investment in expanding the FIOC structure and staffing. This is because of personnel turnover and delays in recruiting dedicated FIOC staff, and also because of the limited ability of military and police components to assign officers with other responsibilities to liaise with the cell.¹⁵³

Even with staffing constraints, most Mission officials who spoke with CIVIC felt that FIOCs had significantly improved the functioning of field offices.¹⁵⁴ Peacekeeping personnel told CIVIC that all sections share their daily and weekly reports with the FIOC, who takes on the role of consolidating reports into one common daily report. Where there are conflicting reports on an incident, they attempt to verify the correct information by checking with other sources and contacts outside the Mission. “FIOC makes sure the information is correct and everyone speaks with one perspective,” said one Mission official.¹⁵⁵ A second UNMISS civilian official stated, “When you get there, you can get a snapshot of what is happening....Each section feeds into FIOC to make it what it is. At the end of the week, you can have a realistic summary of what is happening in and around the state.”¹⁵⁶

Despite the success of FIOCs, UN DPKO and UNMISS should consider improving the training that FIOC coordinators and officers receive. UNMISS officials told CIVIC that FIOC officers receive very little specialized training for their verification, coordination, and planning roles. Speaking about FIOC coordinators, one peacekeeper said, “They are not necessarily people with an intelligence background or who receive any training.”¹⁵⁷ In-Mission training from JOC and JMAC has been minimal and could be significantly improved if time and resources were dedicated to the task. Given that FIOCs report to the head of the field offices, it will also be important for UNMISS officials to ensure that FIOC summary reports remain as objective as possible and do not portray field office activities in an overly positive light.¹⁵⁸

152 CIVIC interview with UNMISS civilian official, #58, Juba, April 2018.

153 CIVIC interview with UNMISS civilian official, #36, Bentiu, April 2018; CIVIC interview with UNMISS civilian official, #56, Bentiu, April 2018; CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with UNMISS civilian official, #73, Bor, May 2018; CIVIC interview with UNMISS civilian official, #75, Bor, May 2018; CIVIC interview with UNMISS military official, #76, Bor, May 2018; CIVIC interview with UNMISS civilian official, #91, Juba, May 2018.

154 CIVIC interview with UNMISS civilian official, #29, Bentiu, April 2018; CIVIC interview with UNMISS civilian official, #30, Bentiu, April 2018; CIVIC interview with UNMISS civilian official, #91, Juba, May 2018.

155 CIVIC interview with UNMISS civilian official, #36, Bentiu, April 2018.

156 CIVIC interview with UNMISS civilian official, #56, Bentiu, April 2018.

157 CIVIC interview with UNMISS civilian official, #91, Juba, May 2018.

158 CIVIC interview with UNMISS military official, #69, Juba, May 2018; CIVIC interview with UNMISS civilian official, #74, Bor, May 2018; CIVIC interview with UNMISS civilian official, #75, Bor, May 2018; CIVIC interview with UNMISS civilian official, #91, Juba, May 2018.

Recommendations:

- To the extent possible given their limited capacity, JMAC officers should seek opportunities to safely share information with other Mission sections, whether through sanitized versions of threat analysis, regular oral briefings when sanitized analysis cannot be created, or workshops to analyze IRs.
- UNMISS and MONUSCO should ensure that the roles of U2 officials and JMAC personnel are clear and complementary and that these sections are coordinating their efforts to avoid unnecessary duplication. Because of the frequent turnover of military personnel, including U2 officers, military leadership of the Missions should reinforce the importance of this collaboration to incoming troops.
- Deputy SRSGs, heads of sections, and high-ranking military officials need to ensure that threat analysis shared with them in Mission leadership meetings is safely and effectively distributed to other key personnel within their chain of command.
- In a mission like MONUSCO, where political and operational leaders are geographically divided, it may be particularly important to establish joint briefings linking JMAC personnel with political and operational leaders such as the SRSG, Humanitarian Coordinator, Deputy SRSG for Operations/Rule of Law, and the Force Chief of Staff.
- Missions may need to review reporting lines and reporting requirements to check that they correspond to the information-sharing and decision-making needs of personnel.
- Missions should consider implementing a system for grading the priority level of a threat and the quality of the incident reports—for example, by rating incident reports as quality ‘a,’ ‘b,’ or ‘c’—thereby clarifying the number and reliability of sources supplying information to the Mission.
- Missions should budget for and member states should approve funding for field-based positions dedicated to information analysis, sharing, and coordination, including through expansion of the JACE and FIOC models or similar functions.

OPERATIONAL PLANNING, DECISION-MAKING, AND EARLY-WARNING RESPONSE

"It is less a human resources issue and more a coordination issue and getting people to work together [on] the centrality of protecting civilians. I would think in this Mission, that wouldn't be a luxury."¹⁵⁹

Good intelligence is only useful for protection of civilians if peacekeeping missions can translate it into comprehensive and integrated planning, timely decision-making, and rapid response. In the worst case, when missions fail to react to alerts or adjust their mission patrolling and presence to reflect threat analysis, civilians are left exposed to harm and may face death or injury. They also lose confidence in missions when they report threats but see no reaction. Civilians who lose trust in missions are unwilling to provide peacekeepers with information, which undermines the intelligence cycle that is necessary to protect mission personnel as well as plan and implement protection of civilians activities, among other tasks.

As the coming sections of this report detail, peacekeeping missions lack designated and effective joint planning mechanisms at the operational level, which, especially in the absence of strong protection strategies, leaves sections working in silos rather than reinforcing each other's efforts. Despite these structural weaknesses, this section will explore some of the solutions that UNMISS and MONUSCO are attempting in order to foster joint operational planning through creative means.

For many years, the UN Secretariat and a number of member states have been working toward more mobile and flexible peacekeeping operations. While more mobility and flexibility are important objectives in dynamic environments, the shift to this model can have serious implications for a mission's footprint and for operational planning. A shrinking footprint and field presence can undermine sustained engagement with some communities and may decrease a mission's ability to understand and respond to threats in at-risk areas where bases are no longer present.¹⁶⁰

Missions are also under pressure to prevent violence against civilians, not only to respond where violence is ongoing. At the tactical level, patrolling is one of the most common tools that missions activate to help prevent and address protection concerns. However, patrolling can become a routine activity that is not strongly linked to mission analysis or specific protection threats, and therefore, does not address or resolve them. Missions have been working to improve early warning and alert systems. This information needs to feed into patrolling decisions and missions need the resources and willingness to respond rapidly. Poor road and communications infrastructure and limited air assets make rapid response to alerts a challenge for peacekeeping operations. However, some troops are also reluctant to take action that could place them in harm's way and have few incentives to do so given the current opaque performance and accountability systems within the UN. These factors can add up to inaction or delayed action that fails to improve protection for civilians.

Finally, in addition to undertaking the operational planning necessary to reach mandated objectives, integrated contingency planning has also proven critical to protecting civilians. Integrated threat analysis should form the basis of contingency planning to prepare missions for worst-case scenarios of violence against civilians. This section will also explore how, based on lessons from the conflict in 2016, UNMISS has developed a rigorous schedule for practicing contingency plans through tabletop exercises. MONUSCO has focused its contingency efforts on preparedness for elections but has neglected other forms of POC contingency planning.

The Structural Challenge of Integrated Planning

Once information has been collected and analyzed, mission personnel need to use the information to plan and make timely decisions so that peacekeepers are preventing and responding to threats. However, a weakness exists at the operational level of peacekeeping missions where strategies should be jointly transformed into coherent and integrated operational plans across all military and civilian mission sections. Mission officials described this gap to CIVIC

159 CIVIC interview with MONUSCO civilian official, #54, Beni, February 2018.

160 CIVIC, *Protection with Less Presence: How the Peacekeeping Operation in the Democratic Republic of Congo is Attempting to Deliver Protection with Fewer Resources*; CIVIC, *Policy Brief: Community Engagement by MONUSCO with Reduced Field Presence*, 2018.

as a structural weakness in missions.¹⁶¹ An UNMISS military official outlined the problem: “Even with the best [information] and products in the world, you still need a structure to translate that into directed action and activity...When it comes to using the analysis and information to conduct future operations and strategic planning, there is no structure in the Mission to do that.”¹⁶² Similarly, an UNMISS civilian official told CIVIC, “We are moving much more toward integrated reporting, but not integrated planning...The ambition is to have integrated planning, but there is a huge organizational gap in how we are structured.”¹⁶³

The two components of peacekeeping missions that most closely resemble an integrated planning function are the Strategic Planning Unit (SPU) and the JOC. However, neither truly performs this role. Strategic Planning Units are based in the office of the Chief of Staff and often focus on mission planning issues at a level above operational planning, which consists of how mission components will incorporate mandated objectives into broad Mission Concepts. In both UNMISS and MONUSCO, the SPUs are also understaffed. They consist of only one to two individuals who spend a significant amount of their time preparing Mission budgets and reporting against the previous year’s budget.¹⁶⁴

As previously discussed, the primary function of the JOC is to serve as an information hub and crisis management body with some coordination responsibilities.¹⁶⁵ MONUSCO officials who spoke with CIVIC referred to the JOC as a “joint monitoring center”¹⁶⁶ and “daily news center”¹⁶⁷ because it improves information sharing, situational awareness, and contingency planning. JOCs often attempt to take

steps to assist with operational planning, but many MONUSCO and UNMISS officials lamented that they are not mandated to conduct Mission planning and are not a true planning body.¹⁶⁸

JOCs struggle to assist with Mission planning because they do not have any tasking or decision-making authority.¹⁶⁹ Moreover, in the Mission structure, they are located under the civilian Chief of Staff and are therefore part of the civilian component of the Mission. While SRSGs can delegate authority to staff below them on particular tasks, there is no Mission official or unit below the SRSG who spans or has full authority over all civilian and military personnel in the Mission. JOC meetings also tend to deal with more immediate events as they develop, rather than look forward four or six months so that resources can be properly allocated and requested.¹⁷⁰ One UNMISS military official told CIVIC that, at the operational level, “No one is looking out 12 or 18 months to the key stepping stones we need in our lines of effort. So, we are absolutely reactive instead of proactive.”¹⁷¹

MONUSCO officials similarly described a situation where most meetings held between civilian and military components to discuss activities only take place one to two weeks ahead of planned activities. On this timeline, it is possible only to identify opportunities for piecemeal collaboration. For example, human rights officers and UN police (UNPOL) officers might decide to jointly deliver a training, or civil affairs officers could make use of a flight moving military personnel to travel to the same location for their own activities.¹⁷² However, such ad hoc collaboration does not allow personnel to truly align the purposes of their programs or influence each other’s activities. As one peacekeeper explained,

161 CIVIC interview with UNMISS military official, #14, Juba, April 2018; CIVIC interview with UNMISS civilian official, #58, Juba, April 2018.

162 CIVIC interview with UNMISS military official, #14, Juba, April 2018.

163 CIVIC interview with UNMISS civilian official, #91, Juba, May 2018.

164 CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with MONUSCO civilian official, #6, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #15, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #36, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018.

165 UN DPKO-DFS, *Guidelines on Joint Operations Centers*, May 1, 2014.

166 CIVIC interview with MONUSCO military official, #1, Goma, February 2018.

167 CIVIC interview with MONUSCO civilian official, #5, Goma, February 2018.

168 CIVIC interview with MONUSCO military official, #1, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #5, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #13, Goma, February 2018; CIVIC interview with MONUSCO official, #54, Beni, February 2018; CIVIC interview with MONUSCO military official, #81, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #143, Goma, June 2018.

169 CIVIC interview with UNMISS military official, #17, Juba, April 2018; CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with UNMISS military official, #68, Juba, May 2018; CIVIC interview with MONUSCO civilian official, #83, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #143, Goma, June 2018.

170 CIVIC interview with UNMISS military official, #17, Juba, April 2018; CIVIC interview with UNMISS military official, #68, Juba, May 2018.

171 CIVIC interview with UNMISS military official, #68, Juba, May 2018.

172 CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #61, Beni, February 2018; CIVIC interview with MONUSCO military official, #81, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #89, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #95, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #144, conducted via telephone, June 2018.

“There is no integrated collaborative work [plan] between the sections. Each section has its own way of doing things and it is difficult to get them to work together.”¹⁷³ A Congolese NGO worker familiar with the Mission told CIVIC that, “At certain moments, there are contradictions in the approaches to resolve problems.... MONUSCO has a real problem of synergies between the different sections to arrive at a good approach.”¹⁷⁴

MONUSCO officials shared with CIVIC several examples of strong collaboration between civilian and military personnel—for example, between child protection advisors and the Force Gender Advisor. However, given the lack of a joint planning forum, the strength of these exchanges is often based on relationships between personnel that shift with staff turnover and troop rotations. Overall, many MONUSCO civilian officials and humanitarian actors felt that, while able to share information with military colleagues, they were not able to adequately influence military planning or ensure that it was not in conflict with their own programs and activities.¹⁷⁵ One humanitarian actor observed, “There is a silo effect with each section having their own aims and objectives and not collaborating with each other. You have that between civilians and military and within different military sections.”¹⁷⁶ Likewise, a MONUSCO civilian official said, “We can push and recommend, but are they taking this into operational planning? This is what we hope and this is what we are fighting for...We have the feeling that the information we are giving is not feeding strongly into operational planning.”¹⁷⁷

Barriers to joint planning between civilian and military components can be particularly problematic at the local level, where there is no clear chain of command between heads of field offices—who are in charge of all civilian components from the Mission in an area—and sector or brigade commanders—who are the highest ranking military officials at a regional level.¹⁷⁸

Additionally, while the geographic areas that a head of field office covers may overlap with an area that a sector commander oversees, they are not necessarily the same. Moreover, heads of field offices and sector commanders who are in charge of overlapping geographic areas may not be located in the same town, making coordination and joint planning difficult. All of these factors complicate integrated planning and can slow decision-making.

One MONUSCO civilian official compared the system to having a ship with two captains.¹⁷⁹ A second official noted, “The danger is that you get Force doing what Force wants to do or what Force Headquarters wants to do, and it is not joined up with what heads of offices want to do or are told to do...You end up with a disparate effort. The carrot and the stick are not joined up and you end up hitting your own carrot.”¹⁸⁰ From their perspective, MONUSCO and UNMISS military officials told CIVIC that the geographic mismatch between their areas of responsibility and the jurisdiction of heads of field offices makes it difficult for them to fulfill all the operational requests they receive. A sector commander, for example, may simultaneously receive requests from two or three different heads of field offices who have not coordinated or de-conflicted their requests.¹⁸¹

Despite these structural challenges, JOCs in both Missions have attempted to bridge Mission divides and, to a degree, assist with planning. Over the last year, JOCs have co-located with military and police operations centers to better integrate their work. In a few areas of the country, MONUSCO is attempting to implement joint civilian and military plans that take a phased approach to resolving protection threats in hotspots over a four to six-month period. JOC officials in UNMISS have initiated working groups on contingency planning and operational planning in which they can review changes to policies with all staff

173 CIVIC interview with MONUSCO civilian official, #68, Beni, February 2018.

174 CIVIC interview with national NGO official, #126, Bunia, June 2018.

175 CIVIC interview with MONUSCO civilian official, #5, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #13, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #14, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #52, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #53, Goma, February 2018; CIVIC interview with MONUSCO military official, #81, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #133, Bukavu, June 2018.

176 CIVIC interview with humanitarian actor, #74, Beni, February 2018.

177 CIVIC interview with MONUSCO civilian official, #60, Beni, February 2018.

178 CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018; CIVIC interview with MONUSCO official, #54, Beni, February 2018; CIVIC interview with MONUSCO civilian official, #95, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #143, Goma, June 2018.

179 CIVIC interview with MONUSCO official, #54, Beni, February 2018.

180 CIVIC interview with MONUSCO military official, #83, Goma, June 2018.

181 CIVIC interview with UNMISS military official, #17, Juba, April 2018; CIVIC interview with UNMISS civilian official, #18, Juba, April 2018; CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with UNMISS civilian official, #74, Bor, May 2018; CIVIC interview with UNMISS military official, #85, Juba, May 2018; CIVIC interview with UNMISS civilian official, #91, Juba, May 2018; CIVIC interview with MONUSCO military official, #77, Goma, February 2018; CIVIC interview with MONUSCO military official, #78, Goma, February 2018; CIVIC interview with MONUSCO military official, #135, Bukavu, June 2018; CIVIC interview with MONUSCO military official, #136, Bukavu, June 2018.

or discuss issues with all sections to feed into higher-level decision-making processes. While useful, these forums still fall short of a true joint planning mechanism. UNMISS officials complained that attendance at working groups is sporadic and that different officials show up each week, which undermines the effectiveness of the forum.¹⁸²

As described in an earlier section, FIOCs at the field office level in South Sudan have played an important role in helping to verify information and consolidate reporting from different sections. FIOCs are also playing an important role in bringing civilian and military sections together to plan patrols and decide how air assets will be used. According to one UNMISS civilian official, “The role of the FIOC is paramount...They are the one doing patrol planning. They coordinate with Force.”¹⁸³ Echoing this sentiment, a second civilian official said, “Before, we were having a challenge because you could plan and there were no flights. Now it is no real problem. We plan and agree together.”¹⁸⁴

In DRC, most MONUSCO civilian officials who spoke with CIVIC agreed that the best forum for integrated planning is the Joint Operational Planning Team (JOPT), which is chaired by the civilian chief of staff and pulls staff from civilian, military, and police components of the Mission to discuss activities at an earlier stage of implementation.¹⁸⁵ In the past, it has acted as a bridge between MONUSCO’s strategic and operational leaders in Kinshasa and Goma. However, in recent years, the JOPT has only been convened around particular thematic or regional issues, such as planning for host state elections or targeting the FRPI armed group. As part of their proposed Comprehensive Approach, MONUSCO officials intend to make the JOPT a more regular part of its operational structure.

As already noted, MONUSCO did not have any dedicated, field-based JOC personnel to assist in coordination or planning at the time of CIVIC’s research, but it was planning to deploy field-based JOC officers over the 2018/2019 fiscal year. In some cases, field offices have created ad hoc coordination bodies at the local level called Tactical Operations Centers (TOCs).¹⁸⁶ The TOCs in MONUSCO have functioned similarly to FIOCs in UNMISS, but they have relied on the initiative of proactive heads of field offices and sector commanders without any staff dedicated to the cell. Additionally, MONUSCO has recently begun deploying UN Volunteers (UNVs) to work as planning officers under heads of field offices. Both civilian and military personnel in the Mission who spoke with CIVIC recognized the important contribution that these field-based planners have made by bringing together different components of the Mission to coordinate the activities of different sections and follow-up on directives from the heads of field offices.¹⁸⁷ UNVs are being used to fulfill this role because they are a low-cost way for missions to staff positions at a time when budgets are being reduced. Yet despite their important contributions, in many cases UNVs have limited experience with planning and also struggle to influence decision-making within the Mission hierarchy.

According to stakeholders who spoke with CIVIC, the Missions also need to improve their recruiting and training systems for civilian personnel to ensure that heads of field offices, JOC officers, FIOC coordinators and officers, and UNV planning officers have the background and knowledge to conduct joint planning with their military counterparts.¹⁸⁸

182 CIVIC interview with UNMISS military official, #5, Juba, April 2018; CIVIC interview with UNMISS military official, #17, Juba, April 2018; CIVIC interview with UNMISS military official, #68, Juba, May 2018.

183 CIVIC interview with UNMISS civilian official, #30, Bentiu, April 2018.

184 CIVIC interview with UNMISS civilian official, #36, Bentiu, April 2018.

185 CIVIC interview with MONUSCO civilian official, #5, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #6, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #15, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #23, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #36, Kinshasa, February 2018.

186 CIVIC interview with MONUSCO military official, #97, Bunia, June 2018; CIVIC interview with MONUSCO civilian official, #101, Bunia, June 2018; CIVIC interview with MONUSCO civilian official, #129, Bukavu, June 2018; CIVIC interview with MONUSCO civilian official, #130, Bukavu, June 2018; CIVIC interview with MONUSCO civilian official, #144, conducted via telephone, June 2018.

187 CIVIC interview with MONUSCO military official, #25, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #52, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #143, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #144, conducted via telephone, June 2018.

188 CIVIC interview with UNMISS military official, #69, Juba, May 2018; CIVIC interview with UNMISS civilian official, #74, Bor, May 2018; CIVIC interview with UNMISS civilian official, #75, Bor, May 2018; CIVIC interview with UNMISS civilian official, #91, Juba, May 2018; CIVIC interview with MONUSCO civilian official, #38, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #54, Beni, February 2018; CIVIC interview with MONUSCO military official, #78, Goma, February 2018.

Linking Peacekeeping and Humanitarian Protection Priorities

Peacekeeping operations share a common goal with many humanitarian and non-governmental organizations—to improve protection for civilians in insecure areas. In some cases, protection activities of humanitarian organizations could complement the protection efforts of the Missions in DRC and South Sudan if the two actors are able to effectively communicate and, when appropriate, coordinate with each other. Moreover, humanitarians often have valuable information on threats that, if shared with peacekeeping operations, could help them respond to violence more quickly. However, as noted previously, some humanitarians view UNMISS and MONUSCO as partial actors or parties to the conflict rather than neutral actors. They feel that information sharing, close coordination, and collaboration with them risks compromising humanitarian principles while also endangering their staff, who rely on neutrality and acceptance from armed groups to operate in insecure areas.

CIVIC’s research found that, within the same country, there is uneven and inconsistent coordination between peacekeeping Missions and humanitarian organizations. Coordination varies from one organization to another and from, for example, headquarters to field locations. A humanitarian actor in South Sudan noted that coordination “wasn’t systematized or strategic, or at least [it] wasn’t communicated well between the field and Juba.”¹⁸⁹ According to stakeholders in DRC and South Sudan, coordination has been undermined by staff turnover on both sides, a situation that also leads to a lack of institutional knowledge on what coordination mechanisms have existed or have been attempted in the past.¹⁹⁰ “Humanitarian turnover is almost as bad as UNMISS in this environment, and it is almost impossible to get a system in place,” explained one humanitarian actor in South Sudan.¹⁹¹

Many humanitarian actors in DRC who spoke with CIVIC felt that there should be less pressure on them to provide specific threat information and greater efforts to broadly align the protection analysis and strategies of the two actors.¹⁹² In South Sudan, humanitarians told CIVIC that they felt excluded from decision-making forums.¹⁹³ For example, one humanitarian official in South Sudan told CIVIC, “There are all these meetings and no one knows where decisions get taken. There are so many forums, but none of them work because there are too many and there is no chain of decision-making and no transparency.”¹⁹⁴ A second official added, “UNMISS needs to interface more on a strategic level with humanitarians and not just [by] letting us go to their meetings.”¹⁹⁵

The UN Organization for the Coordination of Humanitarian Affairs (OCHA), the Humanitarian Country Team (HCT), and the Protection Cluster are three bodies that can serve as focal points for coordination and collaboration. OCHA, for example, is usually present in the Missions’ high-level decision-making forums. The HCT oversees the drafting and approval of humanitarian protection strategies and contingency plans. The Protection Cluster has key information on threats to civilians. However, OCHA and the Protection Cluster are often underfunded and understaffed—at times they may not have staff present in key field locations, and they often rely on temporary and short-term posts, a practice which can undermine institutional memory and knowledge. Humanitarians who spoke to CIVIC advocated for: a larger investment in coordination bodies such as OCHA and additional action by these bodies to coordinate the work of peacekeeping and humanitarian officials.¹⁹⁶

189 CIVIC interview with humanitarian actor, #1, conducted via Skype, April 2018.

190 CIVIC interview with humanitarian actor, #15, Juba, April 2018; CIVIC interview with UNMISS civilian official, #18, Juba, April 2018; CIVIC interview with humanitarian actor, #46, Bentiu, April 2018.

191 CIVIC interview with UNMISS civilian official, #18, Juba, April 2018.

192 CIVIC interview with humanitarian actor, #34, Goma, February 2018; CIVIC interview with humanitarian actor, #50, Goma, February 2018; CIVIC interview with humanitarian actor, #63, Beni, February 2018; CIVIC interview with humanitarian actor, #74, Beni, February 2018; CIVIC interview with humanitarian actor, #80, conducted via Skype, February 2018.

193 CIVIC interview with humanitarian actor, #7, Juba, April 2018; CIVIC interview with humanitarian actor, #9, Juba, April 2018; CIVIC interview with humanitarian actor, #11, Juba, April 2018; CIVIC interview with humanitarian actor, #23, Juba, April 2018; CIVIC interview with humanitarian actor, #63, Beni, February 2018.

194 CIVIC interview with humanitarian actor, #23, Juba, April 2018.

195 CIVIC interview with humanitarian actor, #7, Juba, April 2018.

196 CIVIC interview with humanitarian actor, #7, Juba, April 2018; CIVIC interview with humanitarian actor, #63, Beni, February 2018; CIVIC interview with humanitarian actor, #131, Bukavu, June 2018.

Recommendations:

- With support from the Secretariat, SRSGs should more clearly outline the expected lines of authority in the Mission.
- Chiefs of Staff should support JOC planning efforts or develop effective alternative operational planning mechanisms at various levels of the Mission.
- Chiefs of Staff should play a strong role ensuring that political and operational efforts of the Mission are aligned and that field offices have coordinated their work plans.
- The Secretariat should put in place pipelines for improved recruitment and training of Chiefs of Staff, coordinators, and planners.
- Where multiple mission field offices exist within a single peacekeeping military sector, heads of field offices should make efforts to coordinate their needs and activities so that requests for military assistance are de-conflicted.
- A mapping of coordination mechanisms between peacekeepers and humanitarians countrywide, as well as an indication of the coordination mechanism's intended purpose, could help more clearly articulate where stakeholders should be sharing information or feeding into decision-making processes.
- Where information sharing on specific incidents or threats between humanitarian actors and peacekeepers is not possible, these actors should reinforce their efforts to align broader strategic protection priorities.
- Through funding, member states can reinforce the capacity of coordination bodies like OCHA. Humanitarian organizations like OCHA and members of the HCT that attend important peacekeeping meetings need to widen consultation with humanitarian organizations to serve as a strong link between these actors.

Decision-Making and Response to Early Warning

Decision-making in response to protection threats happens at several levels of peacekeeping missions. As already discussed, top peacekeeping officials at a mission's headquarters make decisions on longer-term strategic mission priorities. Ideally these priorities are communicated to all staff through regularly updated mission and protection strategies. At an operational level, heads of missions are involved to varying degrees in decisions on whether and how to launch operations. Where decision-making is centralized, an SRSG may play a very active role in approving operations through high-level Senior Management Team and Crisis Management Team meetings. If military and civilian operations are siloed, a Mission's Force Commander, Force Chief of Staff, and Deputy Force Chief of Staff will take decisions in military planning meetings. By contrast, where decision-making is decentralized, heads of field offices, sector commanders, and brigade commanders will play a larger role in determining operations. While medium-term operational planning may require approval from headquarters-based leaders, field-based civilian and military leaders should generally be empowered to respond rapidly to unfolding crises and alerts.

Peacekeeping missions need defined pathways for threat analysis and early warning to feed into decision-making, patrolling, and rapid reaction. As peacekeeping officials attested in interviews with CIVIC, leaders have a tendency to repeatedly delay decision-making in search of more information.¹⁹⁷ "You can always have more [information], but you also have to have, at some point, decision-making," said one MONUSCO civilian

official.¹⁹⁸ Echoing this point, a second official stated, "At some point, decisions have to be taken, even while some pieces of the jigsaw puzzle are unclear."¹⁹⁹

Moreover, many of the humanitarians and peacekeepers who spoke with CIVIC relayed that forums bringing together protection actors tend to be too focused on information sharing and are too infrequently decision-oriented.²⁰⁰ Protection actors can improve meetings with relatively simple adjustments, such as ensuring strong preparation, facilitation, improved structure, and follow-up on action points.

In DRC, MONUSCO's shift to more mobile operations has made it all the more important that meetings are effective forums for rapid and joint decision-making between Force, civilian components of the Mission, and external protection actors. With less permanent presence in remote areas, it takes MONUSCO more time to arrive on site, and decisions may need to be made quickly on whether or not to launch costly operations as security deteriorates. Peacekeepers who spoke with CIVIC shared examples where mobile deployments were delayed weeks or even months after the outbreak of a crisis. However, most of these delays have been linked to helicopter and equipment shortages. MONUSCO's response to the outbreak of violence in Djugu, Ituri province, demonstrates that, when troops do not require substantial air support and the military leadership is proactive, rapid deployment can be a key tool for protection.

197 CIVIC interview with MONUSCO military official, #1, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #5, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #15, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #92, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #120, Bunia, June 2018.

198 CIVIC interview with MONUSCO civilian official, #5, Goma, February 2018.

199 CIVIC interview with MONUSCO civilian official, #92, Goma, June 2018.

200 CIVIC interview with UNMISS military official, #5, Juba, April 2018; CIVIC interview with humanitarian actor, #10, Juba, April 2018; CIVIC interview with MONUSCO military official, #1, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #8, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #14, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #36, Kinshasa, February 2018; CIVIC interview with MONUSCO military official, #77, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #89, Goma, June 2018.

MONUSCO's Rapid Response to the Crisis in Ituri

Violence broke out in the Djugu area of Ituri province in January 2018. Lendu militias were primarily responsible for the attacks and perpetrated violence against ethnically Hindu community members. Attacks escalated in February and March, during which hundreds of civilians were killed, thousands of homes burnt, and hundreds of thousands of people displaced. Before the renewed outbreak of violence in 2018, Djugu had been relatively calm for a decade, and MONUSCO had decreased its bases and presence in the area. When violence broke out in 2018, the Bunia field office launched a quick response to violence by creating three temporary bases from which they patrolled. MONUSCO's Civil Affairs section also collaborated with local officials on a peace dialogue between leaders from different ethnic groups.

Many peacekeepers, humanitarians, and civilians who spoke with CIVIC felt that MONUSCO's response played a role in stemming violence and promoting stability.²⁰¹ A Congolese woman leading a local NGO told CIVIC, "Against the violence, MONUSCO deployed soldiers on the ground and actually, I appreciate that. I heard MONUSCO and local chiefs are trying to explain to people to maintain peace."²⁰² One humanitarian actor said, "It is because of the presence of MONUSCO and the FARDC that there is a return to security that is allowing people to [go back]."²⁰³ Surveys conducted by MONUSCO in collaboration with the Harvard Humanitarian Initiative showed a 5-26% increase in confidence in security actors in Ituri after the crisis.²⁰⁴

Why was the response so successful? The Bunia field office launched a Tactical Operations Center (TOC) to handle the crisis. The TOC brought MONUSCO military and civilian staff together with key humanitarian actors and served as a real decision-making forum. Participants confirmed that they used the venue to share information on threats, track and collectively verify incidents, and make decisions on where to launch mobile bases and patrols.²⁰⁵ A MONUSCO civilian official told CIVIC, "you could see that information from these meetings was going to feed the decision-making process."²⁰⁶

Humanitarians and civilian officials felt that bases were deployed to the right areas—to communities that had been seriously affected by violence or that were at high risk because of their ethnic heterogeneity.²⁰⁷ Force was in the middle of troop rotations for the area, which could have caused delays. But military commanders on the ground recognized the urgency of the situation and pushed newly arriving troops from Bunia out to Djugu almost immediately.²⁰⁸ Finally, Mission officials in Goma recognized the gravity of the situation and provided additional resources to the Bunia office, including UAVs and a reserve battalion normally stationed in Goma.²⁰⁹

201 CIVIC interview with MONUSCO civilian official, #104, Bunia, June 2018; CIVIC interview with civilian, #107, Bunia, June 2018; CIVIC interview with national NGO official, #126, Bunia, June 2018; CIVIC interview with humanitarian actor, #112, Bunia, June 2018.

202 CIVIC interview with civil society leader, #124, Bunia, June 2018.

203 CIVIC interview with humanitarian actor, #113, Bunia, June 2018.

204 CIVIC interview with MONUSCO civilian official, #141, Goma, June 2018.

205 CIVIC interview with MONUSCO military official, #97, Bunia, June 2018; CIVIC interview with MONUSCO military official, #98, Bunia, June 2018; CIVIC interview with MONUSCO civilian official, #104, Bunia, June 2018.

206 CIVIC interview with MONUSCO civilian official, #104, Bunia, June 2018.

207 CIVIC interview with MONUSCO military official, #98, Bunia, June 2018; CIVIC interview with MONUSCO civilian official, #101, Bunia, June 2018; CIVIC interview with humanitarian actor, #128, Bunia, June 2018.

208 CIVIC interview with MONUSCO civilian official, #85, Goma, June 2018; CIVIC interview with MONUSCO military official, #97, Bunia, June 2018; CIVIC interview with MONUSCO civilian official, #101, Bunia, June 2018; CIVIC interview with MONUSCO civilian official, #144, conducted via telephone, June 2018.

209 CIVIC interview with MONUSCO military official, #90, Goma, June 2018; CIVIC interview with MONUSCO military official, #97, Bunia, June 2018; CIVIC interview with MONUSCO military official, #100, Bunia, June 2018.



Internally displaced people shelter in a makeshift camp in Bunia, Ituri Province, DRC after being driven from their homes by violence in early 2018. June 16, 2018. CIVIC / Lauren Spink

UNMISS and MONUSCO have both taken steps to strengthen early warning. MONUSCO, for example, created Community Alert Networks (CANs) that serve as an alert system for violence. CANs are supported by CLAs who are deployed alongside Force to remoter areas and bases where they develop a network of community members who contact the Mission if they see indicators of increasing tensions or potential violence. Alerts are not always timely, and areas under threat are sometimes too remote or inaccessible for MONUSCO to mount a preventative deployment. However, CANs have been a successful tool for improving Mission awareness of threats.

Civilian sections of the Missions can take action and orient their programming around early-warning threats. At the tactical level, patrols by Force are also one of the main ways that the Missions prevent and respond to early-warning and alert information. However, patrolling is only effective if patrols are launched rapidly and at the locations and times where civilians report feeling threatened. Civilians who spoke with CIVIC in DRC often complained that patrols: arrive after attacks are already over;²¹⁰ are ineffective because they only take place on major roads or during daylight hours;²¹¹ and do not improve protection because peacekeepers fail to exit their vehicles or engage civilians.²¹²

210 CIVIC interview with civil society leader, #41, Beni, June 2018; CIVIC interview with civil society leader, #42, Beni, June 2018; CIVIC interview with civil society leader, #44, Beni, June 2018; CIVIC interview with civil society leader, #45, Beni, June 2018; CIVIC interview with civil society leader, #47, Beni, June 2018; CIVIC interview with civil society leader, #48, Beni, June 2018; Local government official, #49, Beni, June 2018; CIVIC interview with civilian, #156, Oicha, June 2018.

211 CIVIC interview with civil society leader, #45, Beni, June 2018; CIVIC interview with civil society leader, #46, Beni, June 2018; CIVIC interview with civil society leader, #160, Beni, June 2018; CIVIC interview with national NGO official, #161, June 2018; CIVIC interview with civil society leader, #162, Beni, June 2018.

212 CIVIC interview with civil society leader, #47, Beni, June 2018; CIVIC interview with local authority, #150, Mangboko, June 2018; CIVIC interview with civilian, #157, Beni, June 2018.

Matching Patrols to Threats in DRC

CIVIC conducted research in Beni in April and June of 2018. For years, the province has suffered attacks from the ADF armed group, which uses particularly brutal tactics against civilians. In 2016, the group was responsible for several large-scale massacres against the population. MONUSCO's Force Intervention Brigade (FIB) is based in Beni to combat the ADF and other local armed groups, which are often referred to as Mai Mai.²¹³ However, the FIB and MONUSCO civilian personnel stationed in Beni have struggled to predict and prevent the ADF's asymmetric method of violence. In June, many civilians and civil society leaders told CIVIC that the situation was deteriorating. Violence had become a daily occurrence, with regular abductions from towns and attacks on roadways and farms that completely disrupted the ability of civilians to travel, conduct trade, or harvest crops. According to these stakeholders, armed groups are using heavier, more lethal weapons, launching erratic attacks during all hours of the day, and attacking major towns, not just remoter areas.

Congolese stakeholders in Beni who spoke with CIVIC advocated for MONUSCO to be more proactive and present in areas outside of the main towns.²¹⁴ In particular, they requested MONUSCO secure main road arteries to allow freedom of movement and trade to resume.²¹⁵ Civil society leaders voiced appreciation for the efforts of the Human Rights and Civil Affairs sections to engage with them, document violations by the Congolese security forces, and advocate for detained activists. However, they were very critical of Force behavior, describing troops as overly cautious and patrols as ineffective. One Congolese NGO worker in Beni told CIVIC that, "MONUSCO cannot limit itself only to...observing without doing anything. It must patrol neighborhoods, not only in the main arteries, because many crimes are committed in the neighborhoods and not on the boulevard where they are present."²¹⁶

Congolese stakeholders were discouraged by MONUSCO's delayed response to alerts. "There are some responses of course, but you have to know that MONUSCO's responses are not fast. They are too late because of the slow or cumbersome administration of MONUSCO," said one civil society leader. He continued, "It is often difficult for us to determine the time that MONUSCO will take to respond to an alert, especially that it must first ask permission from Goma, Kinshasa, or New York and wait for the order of the hierarchy to act."²¹⁷ A second civil society leader explained, "[MONUSCO] limits itself to...showing up afterward to record the damage. They just come afterward to capture photos at the scene of the tragedy."²¹⁸ While civilians and civil society leaders in Beni are active in managing their own alert systems and reporting suspicious activity to local authorities, their poor opinion of MONUSCO's response to alerts has discouraged them from reporting threats to MONUSCO.²¹⁹ As one civil society leader said, "I almost do not contact MONUSCO because she is too slow in her administration."²²⁰

213 Different iterations and spellings for this armed group exist, including Mayi-Mayi, Mayi Mayi, and Maimai.

214 CIVIC interview with civil society leader, #48, Beni, June 2018; CIVIC interview with civil society leader, #146, Beni, June 2018; CIVIC interview with civilian, #147, Beni, June 2018; CIVIC interview with civilian, #148, Matembo, June 2018; CIVIC interview with civil society leader, #162, Beni, June 2018.

215 CIVIC interview with civil society leader, #45, Beni, June 2018; CIVIC interview with civil society leader, #41, Beni, June 2018; CIVIC interview with civilian, #155, Kamango, June 2018.

216 CIVIC interview with national NGO official, #161, June 2018.

217 CIVIC interview with civil society leader, #45, Beni, June 2018; CIVIC interview with civil society leader, #41, Beni, June 2018; CIVIC interview with civilian, #155, Kamango, June 2018.

218 CIVIC interview with civil society leader, #42, Beni, June 2018.

219 CIVIC interview with civil society leader, #42, Beni, June 2018; CIVIC interview with civil society leader, #48, Beni, June 2018.

220 CIVIC interview with civil society leader, #42, Beni, June 2018.

In South Sudan, UNMISS has also grappled with the question of how to make patrols a more effective tool for protection. While patrolling can often become a routine activity for Force, the Mission is trying to build a link between specific reported threats and a patrol response through “effects-based patrolling.” Under this JOC-led initiative, UNMISS is incorporating threat information into a map that identifies high-threat areas, and Mission leadership is applying pressure to ensure that patrols are launched in these areas.²²¹ The mapping also categorizes different types of vulnerability and the desired effect the Mission would like to have. For example, UNMISS is distinguishing between patrols intended to deter violence, to protect civilians from ongoing violence, to allow human rights investigations, to encourage returns by displaced persons, to improve situational awareness, and to facilitate the delivery of humanitarian assistance. UNMISS hopes that the system will improve their ability to monitor the impact of operations. If taken a step further, the system could anticipate different types of POC threats—such as a threat of conflict-related sexual violence or violations committed by national forces or opposition groups—and ensure that personnel with the right training and skills participate in the patrol.

More clearly linking patrols with specific early-warning threats could help UNMISS and MONUSCO prevent violence. Responses also need to be rapid. UNMISS and MONUSCO do have Quick Reaction Forces (QRFs) on standby at their bases, which are capable of deploying with 15 minutes notice. However, even when alerts do arrive in advance, UNMISS and MONUSCO do not always launch a rapid response to alerts. In DRC, CIVIC’s research indicates that troops often want to independently verify alerts before activating a QRF, which can cause delays in response. Additionally, some commanders tend to seek explicit and written permission for action from Force Headquarters or from their state capitals—although such written permission is not technically required—rather than making decisions

at the field level.²²² Some troops are risk averse and avoid engaging armed actors or responding to threats at night. When troops do respond—for example, by launching a patrol—their response is not always effective.

UNMISS’s SRSG has taken deliberate steps to improve links between early warning and senior-level early response. Information from weekly, JMAC-led early-warning meetings, JOC meetings, and morning SRSG briefs feeds into a new forum called the Operational Coordination Committee (OCC). The OCC brings together a small group of high-level UNMISS and humanitarian officials and is intended to be a decision-making and tasking forum. One UNMISS civilian official told CIVIC that, “The link between early warning and early response has improved dramatically with the OCC.”²²³

However, a number of UNMISS officials complained that the OCC is too exclusive and does not allow adequate contribution from important military components or gender- and protection-focused personnel.²²⁴ Moreover, only OCHA is present on behalf of humanitarians, leaving many humanitarians with a sense of being cut off from the decision-making process.²²⁵ Yet the small size and high-level attendance are also factors encouraging rapid and decisive action.²²⁶ Therefore, what may be necessary is better coordination at earlier stages among Mission components and between OCHA and other humanitarian agencies. OCC attendees also need to summarize discussions and the outcome of decisions for their constituents. Peacekeepers also stressed that the OCC needs to properly take into account capabilities and timelines for response in addition to threat analysis.²²⁷

221 CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with UNMISS military official, #69, Juba, May 2018.

222 CIVIC interview with UNMISS civilian official, #30, Bentiu, April 2018; CIVIC interview with UNMISS military official, #31, Bentiu, April 2018; CIVIC interview with humanitarian actor, #32, Bentiu, April 2018; CIVIC interview with humanitarian actor, #55, Bentiu, April 2018; CIVIC interview with UNMISS civilian official, #87, Juba, May 2018; CIVIC interview with Congolese researcher, #2, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #16, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018; CIVIC interview with humanitarian actor, #80, conducted via Skype, February 2018.

223 CIVIC interview with UNMISS civilian official, #8, Juba, April 2018.

224 CIVIC interview with UNMISS military official, #5, Juba, April 2018.

225 CIVIC interview with humanitarian actor, #11, Juba, April 2018; CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with UNMISS civilian official, #89, Juba, May 2018.

226 CIVIC interview with UNMISS civilian official, #8, Juba, April 2018; CIVIC interview with UNMISS civilian official, #18, Juba, April 2018; CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with UNMISS military official, #90, Juba, May 2018; CIVIC interview with MONUSCO civilian official, #120, Bunia, June 2018.

227 CIVIC interview with UNMISS military official, #17, Juba, April 2018; CIVIC interview with UNMISS civilian official, #91, Juba, May 2018.

Recommendations:

- Missions should improve meetings where protection threats are discussed by ensuring strong preparation by staff, facilitation, clear structure, and follow-up on action points from previous meetings. Additionally, in order to promote decision-making in these meetings, high-level officials need to attend regularly.
- Missions should strengthen efforts to track the type of intervention civilian and military personnel launch in response to threats—including response to early warning—and the effectiveness or impact of the response.
- Missions should also document instances when the lack of air assets, adequate funding for air mobility, or administrative barriers significantly delay their response to threats and report these instances to the Secretariat.
- Member states should provide UNMISS and MONUSCO with adequate funding for air assets.
- UNMISS and MONUSCO should fulfill mandated requirements to report on the performance, limitations, and capacity gaps of their respective Missions, including how they are hindering response to protection threats and early warning. The Secretariat should more transparently share this information with the UNSC.

Contingency Planning: Linking Good Threat Analysis with Preparedness

As the 2015 UN DPKO/DFS Policy on Protection of Civilians in United Nations Peacekeeping outlines, an important component of protection of civilians is ensuring missions are adequately prepared for crises through the establishment of contingency plans.²²⁸ To truly prepare, missions should base contingency plans on threat analysis. CIVIC's research identified different strengths and weaknesses in contingency planning by MONUSCO and UNMISS.

In DRC, MONUSCO has focused most of its contingency-planning efforts on preparing for political and election-related violence. Mission officials have used JMAC's threat analysis as the basis for election-related contingency planning, and threat analysis has been detailed enough to allow MONUSCO to anticipate which neighborhoods within urban areas are likely to be hotspots.²²⁹ The Mission has shifted some troops, police, human rights officers, and equipment to locations where election violence is most likely to occur. In January 2018, when opposition and religious actors announced plans to protest, MONUSCO preemptively deployed troops and police to the areas of Kinshasa where JMAC analysis predicted violence. Through their presence, they likely prevented attacks against civilians.²³⁰ MONUSCO's leadership is also coordinating with officials in the UN Secretariat to discuss preparedness for political violence. While MONUSCO officials felt the Secretariat's engagement in contingency planning was useful, they noted that substantive assistance in the form of additional resources, staff, or troops to prepare for violence has not been forthcoming.²³¹

228 UN DPKO/DFS, Policy on Protection of Civilians in United Nations Peacekeeping, para 53.

229 CIVIC interview with MONUSCO civilian official, #33, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #36, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #38, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #140, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #142, Goma, June 2018.

230 CIVIC interview with MONUSCO civilian official, #9, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #23, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #40, Kinshasa, February 2018.

231 CIVIC interview with MONUSCO civilian official, #36, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #87, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #140, Goma, June 2018.

Integrated threat analysis should form the basis of contingency planning to prepare missions for worst-case scenarios of violence against civilians.

MONUSCO has made less progress with contingency planning for protection threats against civilians from armed groups. Personnel described POC contingency planning in the East as ad hoc and noted that many Mission personnel confuse contingency planning for worst-case scenarios of armed group violence with planning for UN staff safety and security.²³² MONUSCO undertook a series of contingency-planning initiatives in Goma and in field offices in 2016, but it has not consistently updated contingency plans or held tabletop exercises to test these plans. A MONUSCO civilian official said, “The plans are all in place, but testing how fit for purpose they are is another endeavor.”²³³ Other MONUSCO officials told CIVIC that scenarios have primarily been based on a situation where civilians seek shelter near MONUSCO bases but that this scenario may be unlikely in some locations. Scenarios have not been tailored enough to regional or local threat analysis.²³⁴

In South Sudan, before the renewed outbreak of violence in July 2016, UNMISS officials had identified contingency planning as an area where the Mission needed to strengthen its efforts. However, the Mission was only in the initial stages of establishing a systematic process for contingency planning and

tabletop exercises when the crisis broke out.²³⁵ UNMISS has learned from shortcomings in 2016 and has established a rigorous schedule of contingency planning and tabletop exercises in Juba and in field offices. At least two integrated tabletop exercises are now held each year at Mission headquarters in Juba and in every field location where UNMISS has a permanent presence to ensure that staff are aware of plans regardless of turnover and troop rotations.²³⁶ According to one UNMISS civilian official, “Tabletop exercises have been extremely useful exercises to go through the process all together and what comes out of that [is an understanding] of gaps.”²³⁷

JMAC is primarily responsible for selecting scenarios based on their intelligence. The JOC has led the process of overhauling contingency planning, but it has been gradually devolving responsibility for field-based tabletop exercises to FIOCs and other field-based staff.²³⁸ UNMISS’s Force Gender Advisor is participating in tabletop exercises when possible. However, because UNMISS only has one Gender Advisor for all of Force, personnel reported that he or she cannot practically attend tabletop exercises in all locations or ensure that scenarios of sexual violence are incorporated. UNMISS officials do not appear adequately prepared for

232 CIVIC interview with MONUSCO military official, #1, Goma, February 2018; CIVIC interview with MONUSCO civilian official, #37, Kinshasa, February 2018; CIVIC interview with MONUSCO civilian official, #87, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #143, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #5, Goma, February 2018.

233 CIVIC interview with MONUSCO civilian official, #23, Goma, February 2018.

234 CIVIC interview with MONUSCO military official, #1, Goma, February 2018; CIVIC interview with MONUSCO military official, #81, Goma, June 2018; CIVIC interview with MONUSCO civilian official, #144, conducted via telephone, June 2018.

235 CIVIC, *Under Fire: The July 2016 Violence in Juba and UN Response*, 2016.

236 CIVIC interview with UNMISS civilian official, #58, Juba, April 2018.

237 CIVIC interview with UNMISS civilian official, #22, Juba, April 2018.

238 CIVIC interview with UNMISS civilian official, #58, Juba, April 2018; CIVIC interview with UNMISS civilian official, #75, Bor, May 2018.



MONUSCO holds a memorial ceremony for the 14 Tanzanian peacekeepers who died following an attack against a MONUSCO Company Operating Base at Force at Semuliki in Beni territory, North Kivu Province on December 7, 2017. Jean-Pierre Lacroix, Under-Secretary-General for Peacekeeping Operations, places flowers on the memorial during the ceremony. December 15, 2017. UN Photo / Aqueel Khan

Progress is being made in many areas, but initiatives can easily falter if member states, Secretariat officials, and Mission leadership do not recognize, fund, and support them.

responding to incidents of sexual violence.²³⁹ Given the scale of sexual violence in South Sudan over the five-year conflict and the fact that the locations, timeframe, and duration of sexual violence are often different than killings and other types of violence, UNMISS should consider better incorporating scenarios of sexual violence into their contingency plans and scenarios.

UNMISS has collaborated with some UN Country Team and humanitarian actors in their contingency planning and tabletop exercises, including OCHA and the Camp Coordination and Camp Management (CCCM) cluster. However, humanitarians told CIVIC that the collaboration has been inconsistent from one location to another. Coordination between the two sets of actors has also been hampered by bureaucratic processes for approving written contingency plans on both UNMISS and humanitarian sides.²⁴⁰ Humanitarian actors who spoke with CIVIC acknowledged a renewed willingness by UNMISS to engage in joint contingency planning. However, they felt that the Mission was underprepared for the likely scale of crises and number of displaced persons.

Recommendations:

- Mission personnel need to better incorporate scenarios and guidance on CRSV into their contingency planning so that staff are watching for such violence and have a better understanding of how to respond to CRSV.
- MONUSCO should ensure that field office contingency plans for scenarios of violence against civilians are updated and that a regular schedule of tabletop exercises is implemented in headquarters and field locations under the guidance of the JOC.
- UNMISS and MONUSCO should develop contingency planning that goes beyond preparing for influxes of civilians to their bases; it should prepare peacekeepers to respond to scenarios where they must protect civilians outside of their bases.
- UNMISS and MONUSCO should consult with humanitarians to determine scenarios and to ensure that scenarios are realistic and tailored to local conflict dynamics.
- UNMISS and MONUSCO should consider basing regularly updated contingency planning on quarterly forward-looking threat analysis.

239 CIVIC interview with UNMISS civilian official, #2, Juba, April 2018; CIVIC interview with UNMISS military official, #4, Juba, April 2018; CIVIC interview with UNMISS military official, #31, Bentiu, April 2018; CIVIC interview with UNMISS civilian official, #87, Juba, May 2018; CIVIC interview with UNMISS military official, #90, Juba, May 2018.

240 CIVIC interview with UNMISS military official, #5, Juba, April 2018; CIVIC interview with humanitarian actor, #11, Juba, April 2018; CIVIC interview with humanitarian actor, #16, Juba, April 2018; CIVIC interview with UNMISS military official, #17, Juba, April 2018.

CONCLUSION

Today, UN peacekeeping missions are primarily deployed to situations of ongoing and complex violence under Chapter VII mandates rather than being deployed to oversee ceasefires in countries where violence has subsided. The UN Security Council gives these peacekeeping missions broad mandates with extensive lists of objectives and activities that include, but are not limited to: protecting civilians; neutralizing armed groups through military and non-military activities; extending state authority and the rule of law; coordinating and providing assistance to security sector reform and disarmament and demobilization; and monitoring and reporting on human rights.

These modern UN peacekeeping mandates and contexts demand significant reforms of the original peacekeeping architecture. In recent months, Security Council member states have re-committed to authorizing more realistic and tailored peacekeeping mission mandates and to matching mandates with appropriate and adequate resources. As our report details, some of these capabilities should include air assets, which are key to engagement, information collection, and rapid response to threats. Other structural and management reforms are also needed from New York and in the field to ensure missions can more flexibly and rapidly respond to the evolving conflict dynamics specific to their context. Country capitals that host, train, or deploy peacekeepers have much work to do to ensure peacekeepers are willing and able to respond rapidly to protection threats.

However, many of the recommendations arising from CIVIC's research do not necessarily come with a steep price tag. As this report suggests, some of the most critical capabilities required for effective protection of civilians are integrated assessment, analysis, planning, and decision-making. Strengthening these capacities will require stronger Mission leadership with accountability for prioritizing analysis, planning, and response to protection threats. The full roll-out of tools such as the SAGE database will allow UNMISS and MONUSCO to make better use of the information that they already collect. Revision and implementation of policy and guidance documents on protection, threat analysis, intelligence collection, and command and control could further equip personnel with the right tools to improve integrated analysis and planning. In some cases, additional capacity and mechanisms for integrated analysis and planning are needed, particularly at the field level.

Dedicated peacekeeping officials in New York have already begun drafting policies to address some of the issues raised in this report. UNMISS and MONUSCO staff—from field-based troops, JMAC, Stabilization, and Civil Affairs officers up to the SRSGs—are working to improve Mission intelligence, threat analysis, patrolling, joint planning, and strategies to guide Mission efforts. Progress is being made in many areas, but initiatives can easily falter if member states, Secretariat officials, and Mission leadership do not recognize, fund, and support them.

ANNEX A: SELECT INFORMATION AND ANALYSIS ROLES IN PEACEKEEPING MISSIONS AS THEY RELATE TO POC

PURPOSE: This table is intended to assist readers in understanding the different capacities (sections and individual positions) within MONUSCO and UNMISS that contribute to protection-related information gathering, analysis, dissemination, and planning. Some of the mechanisms and individual posts are specific to UNMISS or MONUSCO, while others are standard to all multi-dimensional and integrated UN peacekeeping missions. Even if a post or mechanism exists in other missions, its roles and responsibilities may vary between missions.

CONTENT: The information provided aims to reflect the roles and responsibilities of the sections and individual positions as they relate to protection of civilians. The list of actors contained in this graph is not exhaustive. Rather, it includes the mechanisms that feature prominently in the report. For example, Women Protection Advisors, Gender Advisors, and Child Protection Advisors are not listed separately in this table, but often play important roles similar to and complementary to the Human Rights Division and Protection Advisors.

SOURCES: The information, including the descriptions of roles and responsibilities, is based on UN headquarters policies and guidance, Mission-specific guidance, and Mission practices described in interviews with Mission personnel.

| Mission Section or Position | Role in Mission | Key Contributions to Situational Awareness and Intelligence Cycle |
|--|--|---|
| <p>Joint Mission Analysis Center (JMAC)</p> | <p>Section that generates integrated analytical products, providing the Head of Mission (HOM) and Mission Leadership Team (MLT) with an understanding of issues and trends, their implications and potential developments, as well as assessments of cross-cutting issues and threats that may affect the implementation of the Mission's mandate.</p> | <p>1. Merges and manages Mission information requirements from the HOM and MLT, including through the development of information collection plans; 2. Gathers, analyzes and synthesizes information, including intelligence-related material, through the maintenance of an independent network of contacts to share and verify information as well as reviewing reports from all Mission components; 3. Prepares integrated analysis and medium- and long-term assessments that are timely, accurate, complete and actionable to support planning, decision-making and implementation of Mission mandates; 4. Tracks early warning indicators and provides the HOM and MLT with early warning information and flash alerts as needed; 5. Feeds into the Mission's quarterly, forward-looking threat-analysis.</p> |
| <p>Joint Operations Center (JOC)</p> | <p>Information hub established at Mission headquarters to ensure Mission-wide situational awareness through integrated reporting on current operations as well as day-to-day situation reporting. During a crisis, the JOC is tasked with operating as the primary facility to support mission crisis management.</p> | <p>1. Monitors Mission operational activities; 2. Requests and collects situation updates from relevant entities; 3. Collates and disseminates information of immediate operational interest, including through thematic working groups 4. Chairs weekly information-sharing meeting attended by all Mission sections and select NGO partners; 5. Provides consolidated daily operational reports to senior Mission managers and to UN Headquarters 6. Oversees contingency planning; 7. Serves as a crisis management support cell during emergencies; 8. Supports field-based coordination bodies as needed.</p> |
| <p>Joint Analysis, Collection, and Early-Warning Cell (JACE) <i>Note: JACE is a body currently operating only in one field office within MONUSCO</i></p> | <p>Body that brings together civilian, police, and military personnel to conduct monitoring and research on the conflict environment in the Beni field office of MONUSCO.</p> | <p>1. Designs and undertakes research to allow the field office to develop an in-depth understanding of the conflict environment; 2. Responds to information requests from members of the JACE board and other staff; 3. Develops a network of organizations, institutions, and individuals with the goal of facilitating collaboration and improving information sharing.</p> |
| <p>Field Integrated Operations Center (FIOC) * <i>Note: currently the FIOC is a mechanism only operating in UNMISS</i></p> | <p>Information and crisis management hub at the field office level in UNMISS reporting to the head of the field office but closely supported by the JOC.</p> | <p>1. Reviews reports from all Mission components in a field location; 2. Verifies information and resolves conflicting incident reports; 3. Summarizes reports from all Mission components into daily and weekly briefs; 4. Chairs weekly patrol planning meetings; 5. Serves as a local crisis management cell in case of emergencies.</p> |

SELECT INFORMATION AND ANALYSIS ROLES IN PEACEKEEPING MISSIONS AS THEY RELATE TO POC P.2

| Mission Section or Position | Role in Mission | Key Contributions to Situational Awareness and Intelligence Cycle |
|---|--|--|
| Senior Protection of Civilians Advisor | Advisor who provides guidance to the Special Representative of the Secretary-General and other senior Mission leadership on the overall implementation of the Mission's mandate to protect civilians. Manages a small team of protection of civilians advisors in Mission headquarters or field locations. | 1. Applies tools developed by the Secretariat to map and assess POC threats, such as protection matrices; 2. Ensures that POC analysis is included in relevant documents and reports; 3. Oversees development and implementation of a Mission-wide POC strategy that identifies key threats to civilians; 4. Coordinates and shares information with the humanitarian Protection Cluster. |
| Civil Affairs Division | Section that works to strengthen the social and civic conditions necessary to consolidate peace processes and serves a core function of multi-dimensional peacekeeping operations as the Mission's link to local authorities and communities. | 1. Conducts mapping of local actors, conflict, and ethnic groups; 2. In MONUSCO, community liaison assistants (CLAs) within Civil Affairs collect early-warning information on threats and manage Community Alert Networks (CANs); 3. In some cases, manages a Mission incident database; 4. Exchanges information on threats with humanitarian and NGO protection partners. |
| Human Rights Division/ Joint Human Rights Office | Section responsible for monitoring, investigating, documenting, and reporting on human rights violations, as well as building national human rights capacities and mainstreaming human rights into the work of the Mission. | 1. Tracks, investigates, and verifies human rights violations; 2. Coordinates and shares information with the humanitarian Protection Cluster; 3. Alongside child protection advisors and women protection advisors, contributes to the Monitoring and Reporting Mechanism on grave violations of children's rights and the Monitoring Analysis and Reporting Arrangement on conflict-related sexual violence. |
| Strategic Planning Unit | Section within the Mission chief of staff's office responsible for strategic Mission planning and development of a results-based budget. | 1. Contributes to the development of Mission-wide strategies; 2. Helps ensure section work plans are aligned with Mission priorities; 3. Aids in coordinating Mission strategies with UN humanitarian and development strategies; 4. Contributes to development of contingency plans. |
| U2 branch of Force | Branch of Force responsible for military intelligence. | 1. Collects and reports on developments in the operating environment, including on protection threats or other key issues identified by mission Priority Information Requirements or Commander's Critical Information Requirements; 2. Manages intelligence resources, such as unmanned aerial vehicles; 3. Liaises, coordinates, and shares information with JMAC personnel. |
| U3 branch of Force | Branch of Force responsible for overseeing and carrying out military operations. | 1. Collects and reports on developments in the operating environment; 2. Conducts patrols in line with Mission priorities, protection objectives, and threat analysis; 3. Responds to reported threats against civilians. |
| | | |

SELECT INFORMATION AND ANALYSIS ROLES IN PEACEKEEPING MISSIONS AS THEY RELATE TO POC P.3

| Mission Section or Position | Role in Mission | Key Contributions to Situational Awareness and Intelligence Cycle |
|--|--|---|
| U5 branch of Force | Branch of Force responsible for military planning. | <ol style="list-style-type: none"> 1. Shares information on threats with other military and civilian components of a Mission; 2. In consultation with other key Mission personnel, such as POC advisors and human rights officers, plans operations in line with military directives, Mission priorities, and threat analysis; 3. In collaboration with civilian colleagues and humanitarian actors, develops contingency plans for scenarios of violence against civilians. |
| Military Observers/ Military Liaison Officers | Unarmed military officers deployed to observe and monitor the security and humanitarian situation where a peacekeeping Mission operates. | <ol style="list-style-type: none"> 1. Observes, monitors, and reports on military activity as well as the security and humanitarian situation including human rights violations, conflict related sexual violence, and impending threats to civilians; 2. Assesses and verifies reported military activity or human rights violations; 3. Facilitates negotiations or mediation between stakeholders in the area of operations; 4. Engages, liaises, and coordinates with national entities, including host nation security forces, non-state armed actors, non-governmental organizations, and civil society groups. |
| UN Police (UNPOL) | Component that plays a role in establishing public safety, preventing crimes, and facilitating the rule of law, including by training national police officers. UNPOL is often composed of individual police officers (IPOs), who are unarmed and Formed Police Units (FPUs), which are specialized, armed, mobile police units that play an active role in protecting civilians and providing security support to UN personnel, assets, and operations. | <ol style="list-style-type: none"> 1. Observes, monitors, and reports on potential threats to civilians; 2. Tracks protection threats and incidents resulting from criminal activities or in specific areas, such as POC sites, and assists local police officers to establish tracking and reporting mechanisms; 3. Conducts patrols unilaterally or jointly with Force; 4. Prevents and responds to particular types of threats, including crime, urban political violence in DRC, and threats within the Protection of Civilians (POC) in South Sudan. |
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ABOUT THIS REPORT

Data-Driven Protection: Linking Threat Analysis to Planning in UN Peacekeeping Operations examines the challenges and gaps that UN peacekeeping operations in South Sudan and the Democratic Republic of Congo (DRC) face when conducting threat analysis and using it as the basis of integrated Mission action. The report reviews how information is collected, stored, shared, analyzed, and used by decision-makers to inform actions, ranging from patrolling to longer-term strategic planning. Few things are more important to a peacekeeping mission than its ability to maintain a strong understanding of its operating environment and the threats that civilians face. Having a clear and comprehensive picture of threats enables peacekeeping missions to achieve their mandated goals, including the protection of civilians.

The peacekeeping Missions in South Sudan (UNMISS) and DRC (MONUSCO) are working toward improvements in their data-management, analysis, and planning processes, but do not yet have adequate systems in place to store data on threats from all sections in order to generate integrated threat analysis, inform planning, and influence decisions.

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