The MRM as a ‘whole-of-mission’ responsibility in UN peacekeeping operations

The views expressed herein are those of the authors and do not necessarily reflect the views of the United Nations.

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INTRODUCTION

The monitoring and reporting of grave violations against children in situations of armed conflict is at the core of the Children and Armed Conflict (CAAC) normative and institutional architecture as outlined in twelve United Nations (UN) Security Council resolutions since 1999. The child protection mandate in United Nations peacekeeping operations is the key pillar underpinning this architecture.

While the role of civilian Child Protection Advisers (CPAs) in identifying and reporting on these violations through the Security Council-mandated Monitoring and Reporting Mechanism on Children and Armed Conflict (MRM) is by now well established and largely

1 The six grave violations are: (1) killing or maiming of children; (2) recruiting or using child soldiers; (3) attacks against schools or hospitals; (4) rape or other grave sexual violence against children; (5) abduction of children; and, (6) denial of humanitarian access for children. See UN General Assembly, Report of the Secretary-General 59/695, Children and Armed Conflict, A/59/695–S/2005/72, 9 February 2005, para. 66.
codified, the contribution of uniformed peacekeepers to this critical function has been generally overlooked. However, in recent years, a series of UN and non-UN legal and policy instruments have placed increasing emphasis on the role of the UN Military and Police in the MRM.

The present contribution examines the growing formalization, most recently through the Vancouver Principles\(^{2}\), of peacekeepers’ obligation to collect and channel information on the six grave violations. It further looks at the operationalization of the peacekeeping’ monitoring tasks at the tactical level through Force Commander’s Directives, as well as at the practical implications of Vancouver Principle 6 as it reaffirms the responsibility of troop- and police-contributing countries in supporting their contingents in fulfilling those tasks. Finally, it concludes by putting forward a series of recommendations to further strengthen the integrated framework for monitoring and reporting in peacekeeping operations, including through training, regional partnerships and increased political and financial support to implement the child protection mandate in peacekeeping across uniformed and civilian components.

THE UNITED NATIONS MONITORING AND REPORTING MECHANISM ON CHILDREN AND ARMED CONFLICT (MRM): AN OVERVIEW

In the earliest days of its deliberations on CAAC, the UN Security Council called for the establishment of a “systematic and comprehensive monitoring and reporting mechanism” which would provide “timely, objective, accurate and reliable information” on the recruitment and use of children and on other violations and abuses committed against children affected by armed conflict.\(^{3}\) The purpose of the new mechanism was to ensure not only accountability for violations but also to engender positive action on the ground to take immediate remedial measures, including programmatic response for affected children.

An action plan for the establishment of a monitoring, reporting and compliance mechanism was subsequently presented by the Secretary-General to the Security Council,\(^{4}\) and endorsed by the latter in its resolution 1612 (2005).\(^{5}\)


\(^4\) UN General Assembly, Report of the Secretary-General on Children and Armed Conflict, A/59/695–S/2005/72, 9 February 2005, Section III.

Ever since, and through a series of UNSC resolutions that have further operationalized and refined the mechanism, the Monitoring and Reporting Mechanism on children and armed conflict (MRM) has become an “essential tool” to monitor the six grave violations, and one that is “at the heart” of the CAAC mandate due to its capacity to foster change among parties to the conflict.

The MRM supports UN-wide engagement on strengthening the protection of children affected by armed conflict, including through dialogue with parties to conflict to promote compliance with international norms and standards, and the development of action plans to end and prevent grave violations against children. The MRM also – crucially – informs annual and country reports on CAAC to the Security Council and its Working Group on CAAC, while also supporting programmatic response by relevant UN entities and national and international efforts to foster accountability.

**MONITORING AND REPORTING ON GRAVE VIOLATIONS IN UN PEACEKEEPING OPERATIONS: A “WHOLE-OF-MISSION” RESPONSIBILITY**

Since its Resolution 1539 (2004), the Security Council has consistently reaffirmed that, at country level, the UN peacekeeping missions – in coordination with UN country teams – bear the “primary responsibility” to follow up on all Security Council resolutions concerning children and armed conflict. This includes resolutions establishing and refining the MRM.

In this framework, the 2017 Policy on Child Protection in United Nations Peace Operations codified the “crucial role” played by civilian CPAs in implementing the child protection mandate of UN peace operations in mission settings, including by “[m]onitoring grave violations committed against children in situations of armed conflict” in accordance with the relevant Security Council resolutions and by “[f]ulfilling reporting obligations” under the MRM. The “crucial role of child protection advisers in mainstreaming child protection

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9 See Nilsson, Children and Youth in Armed Conflict, 2:886–906.

and leading *monitoring, prevention and reporting* efforts in missions [emphasis added]” was further recognized by the Security Council in its Resolution 2427 (2018).\(^{11}\)

At the same time, the Policy also emphasizes the “whole-of-mission” nature of the child protection mandate in peacekeeping, which cuts across civilian and uniformed components under the “overall responsibility”\(^{12}\) of the Special Representative of the Secretary-General (SRSG).\(^{13}\) This includes, *inter alia*, the SRSG’s responsibility to “promote a mission-wide approach”\(^{14}\) to monitoring and reporting on grave violations, which also applies to the mission’s military and police components.

In the challenging operational and security settings where peacekeeping operations are deployed, UN military and police personnel are often the mission’s only “eyes and ears”\(^{15}\) in remote and hard-to-reach areas, or in volatile hotspots that may not be accessible to civilian components (including the – chronically under-resourced and understaffed – missions’ Child Protection teams\(^{16}\)) due to security concerns. As key frontline actors, the UN Military and Police are uniquely placed to contribute to the monitoring and reporting on grave violations against children, providing early alerts on suspected violations to the mission’s Child Protection staff or other trained MRM monitors.

The Policy – which is mandatory for all *uniformed* and civilian personnel in UN peace operations\(^{17}\) – formally endorses this pivotal role, e.g. by emphasizing the need for UN military personnel to be able to report on child protection concerns in the mission area\(^{18}\)


\(^{13}\) As the highest UN authority in-country in peacekeeping contexts. In Special Political Missions and non-mission settings, such a responsibility rests with the Head of Mission and the Resident Coordinator respectively.


\(^{16}\) Child protection staff in the five peacekeeping operations with child protection-specific mandates currently makes up less than 1 per cent of substantive civilian peacekeeping staff (DPO figures on file with the Authors).


\(^{18}\) UN DPKO - DPA - DFS, para. 20.2.
and for UN police (UNPOL) components to monitor child protection concerns through community-oriented policing.\textsuperscript{19}

In particular, the Policy sets out the key principles governing the performance of MRM functions by the missions’ military component, under the direct responsibility of the respective Force Commanders.\textsuperscript{20} These include the Force Commanders’ obligation to ‘ensure that all military personnel under their command receive in-mission induction briefings and ongoing training on child protection enabling them to recognize’ and report on grave violations against children\textsuperscript{21}, as well as their duty to appoint child protection focal points (CPFP) “tasked with, among other responsibilities, channelling alerts of violations against children to CPAs and child protection staff based on agreed information sharing protocols.”\textsuperscript{22}

These principles were operationalized at the mission level through the Force Commander’s Directives on Child Protection, and subsequently reaffirmed at the normative level in Vancouver Principle 6.

**THE FORCE COMMANDER’S DIRECTIVES ON CHILD PROTECTION: OPERATIONALIZING PEACEKEEPERS’ RESPONSIBILITY TO MONITOR AND REPORT**

In order for UN peacekeepers to be able to fulfil their monitoring and reporting duties under the MRM, as laid down in the UN Policy on Child Protection in UN Peace Operations, it is essential that such duties be adequately translated at the tactical and operational level.

To that aim, the first Force Commander’s Directive on the Protection of Children was issued in the United Nations Organization Stabilization Mission in the Democratic Republic of Congo (MONUSCO).\textsuperscript{23} Similar instruments\textsuperscript{24} were subsequently rolled out in the United

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\textsuperscript{19} UN DPKO - DPA - DFS, para. 21.
\textsuperscript{20} UN DPKO - DPA - DFS, para. 20.1.
\textsuperscript{21} UN DPKO - DPA - DFS, para. 20.2.
\textsuperscript{22} UN DPKO - DPA - DFS, para. 20.3.
\textsuperscript{24} While the content of the three existing Force Commander’s Directives overlaps to a significant extent, each Directive is tailored to the specific mission and context in which it is due to be implemented. A template is provided in the DPO-DPPA Manual for Child Protection Staff in UN Peace Operations (2019), Annex 5a (Sample Force Commander’s child protection directive), at 108-112.
Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA)\textsuperscript{25} and in the United Nations Mission in South Sudan (UNMISS).\textsuperscript{26}

The legal basis for the Directives is found in para. 20.1 of the Policy, which mandates Force Commanders in the military components of the UN peace operations to “issue mission specific directives and standard operating procedures on military actions in relation to children in the course of military operations.” Such directives should specifically cover “the provision of alerts on violations and abuses against children” [emphasis added].\textsuperscript{27}

In that they stem directly from the highest-ranking military authority within the mission, articulating in detail the child protection tasks and responsibilities of UN military peacekeepers, the Directives epitomize the cross-cutting nature of the child protection mandate in UN peacekeeping operations as “everybody’s responsibility.”\textsuperscript{28}

The Directives place special emphasis on reporting and information sharing, based on the tenet that “the Force regularly witnesses or receives information on violations”, being often a “first responder to either record or intervene in case of violations.”\textsuperscript{29} In particular, the Directives include specific provisions on “alerting/reporting”\textsuperscript{30} as well as an annexed reporting flow chart governing the reporting of “[a]ll actual or suspected violations against children.”\textsuperscript{31}

The Directives also establish the individual responsibility of every member of the Force “for monitoring and reporting … violations against children, through their respective chain of command”.\textsuperscript{32} In line with this responsibility, each force member must alert his/her Military CPFP “immediately”\textsuperscript{33} after learning of or responding to a violation against a child. MONUSCO Force Commander’s Directive expressly extends this responsibility to the Force’s Military Observers (who “must report” any incidents of grave violations they may have witnessed, as well as credible reports or second-hand information).\textsuperscript{34} Operations (Force G-3)

\begin{thebibliography}{99}
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\bibitem{25} \textit{MINUSCA Force Commander Child Protection Directive}, 18 December 2018 (on file with the Authors).
\bibitem{26} \textit{Directive on the Protection of Children by UNMISS Military Forces, FC Directive CP/01/2019, 11 February 2019} (on file with the Authors).
\bibitem{27} \textit{UN DPKO - DPA - DFS, “DPKO-DFS-DPA Policy on Child Protection,”} para. 20.1.
\bibitem{28} See e.g. \textit{MINUSCA Force Commander’s Directive}, para. 10.
\bibitem{29} \textit{MINUSCA Force Commander’s Directive}, para. 10.
\bibitem{30} \textit{MINUSCA Force Commander’s Directive}, para. 10 (c);
\bibitem{31} \textit{UNMISS Force Commander’s Directive}, para. 18.
\bibitem{32} \textit{UNMISS Force Commander’s Directive}, para. 17.
\bibitem{33} \textit{2019 MONUSCO Force Commander’s Directive}, paras. 4 and 6(c).
\bibitem{34} \textit{2019 MONUSCO Force Commander’s Directive}, para. 8(k).
\end{thebibliography}
(which must ensure that any grave violations against children occurring in the execution of military operations are “reported immediately”\textsuperscript{35}) and Intelligence (G-2) (who should include information on perpetrators of any of the grave violations in the daily intelligence and Unmanned Aircraft Systems reports, and ensure that the mission’s Child Protection Section receive the relevant reports in a timely manner).\textsuperscript{36}

The role of the Military CPFPs – as established by the Policy\textsuperscript{37} – at Headquarters, sector and unit level is critical to ensure that violations are identified, and the relevant information promptly shared\textsuperscript{38} with the missions’ CPAs and their teams, who remain in charge of the collection, analysis and verification of MRM information at mission level.

Training and regular evaluation are two critical components of the Directives’ implementation, including provisions on monitoring and reporting. The UNMISS Force Commander’s Directive specifically provides for the inclusion of the six grave violations and the reporting structure outlined in the Directive in the child protection training delivered by unit and sector CPFPs to their units on a continuing basis.\textsuperscript{39} The Directive also mandates the mission’s Military Gender and Protection Advisor, along with unit and sector Child Protection Focal Points, to evaluate its effectiveness quarterly, including “the adequacy of reporting”\textsuperscript{40}.

**VANCOUVER PRINCIPLE 6: REAFFIRMING THE TCCS/PCC’S RESPONSIBILITIES UNDER THE MRM**

Vancouver Principle 6 (hereinafter VP6) builds on the comprehensive normative framework set in the global and mission-specific tools outlined above, focusing on practical ways in which troop (TCCs) and police-contributing countries (PCCs) can further strengthen monitoring and reporting on grave violations against children in the context of peacekeeping operations.

Through VP6, endorsing Member States pledge:

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[t]o \text{take steps to ensure our peacekeepers report incidents of Grave Violations against children in situations of armed conflict, including the recruitment and use of children, to United Nations Child Protection Advisers or through the appropriate}
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\textsuperscript{35} 2019 MONUSCO Force Commander’s Directive, para. 8(c)
\textsuperscript{36} 2019 MONUSCO Force Commander’s Directive, para. 8(s).
\textsuperscript{37} UN DPKO - DPA - DFS, “DPKO-DFS-DPA Policy on Child Protection,” para. 20.2.
\textsuperscript{38} See e.g. UNMISS Force Commander’s Directive, para. 20.
\textsuperscript{39} See e.g. UNMISS Force Commander’s Directive, para. 24.
\textsuperscript{40} See e.g. UNMISS Force Commander’s Directive, para. 20.
channels established in peacekeeping operations, and to include such monitoring and accountability measures within our national mission mandate and peacekeeping training.\(^{41}\)

The principle aptly reaffirms and crystallizes some of the main tenets underpinning both the 2017 UN Child Protection Policy and the Force Commander’s Directives, including the peacekeepers’ duty to report on incidents of grave violations; the critical synergy with\(^ {42}\), and role played by, the mission CPAs as the ultimate mission-wide focal points for MRM information; and the need for uniformed peacekeeping personnel to familiarize themselves with the reporting channels and structures at mission level (and thus with the relevant provisions of, and annexes to, the Force Commander’s Directives).

However, the significance of the principle also lies in how it construes the monitoring and reporting of grave violations against children in UN field missions as a joint undertaking among the UN and TCCs/PCCs, leveraging the latter’s national mandates and reaffirming their primary responsibility to provide their own troops and formed police units with adequate training prior to deploying them to peacekeeping settings.

By providing Member States with an opportunity to reaffirm their commitment to this critical child protection function in peacekeeping, the Vancouver Principles are fully in line with the spirit and letter of the recent “Declaration of Shared Commitments on UN Peacekeeping Operations”\(^ {43}\) in the framework of the UN Secretary-General’s Action for Peacekeeping (A4P) initiative,\(^ {44}\) paving the way for possible synergies between the two sets of principles.

The **Implementation Guidance for the Vancouver Principles**\(^ {45}\) further articulates the concrete steps Member States can take to ensure that their uniformed personnel conduct “effective, systematic, and timely monitoring and reporting.”\(^ {46}\) As already emphasized in UN Security

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41 Global Affairs Canada, “The Vancouver Principles.”


44 Through the A4P initiative, launched in August 2018, the UN Secretary-General called on Member States, the Security Council, host countries, troop- and police- contributing countries, regional partners and financial contributors to renew their collective engagement with UN peacekeeping and mutually commit to reach for excellence. See https://peacekeeping.un.org/en/action-for-peacekeeping-a4p.


46 Government of Canada, 35.
Council Resolution 2143(2014), the provision of “formal institutional guidance” – through national policies, doctrine, and directives – is critical to build understanding of the six grave violations and of each component’s specific roles and responsibilities within the MRM among national peacekeepers. Existing Force Commander’s Directives developed in MINUSCA, MONUSCO and UNMISS provide useful templates to be drawn upon by TCCs.

Paramount among those steps is also the integration of the MRM into national pre-deployment training curricula for both military and police personnel. By reaffirming the TCCs/PCCs’ responsibility, VP 6 echoes a number of UN Security Council resolutions which have consistently called for Member States to “include child protection in military training,” including monitoring and reporting. For instance UN Security Council Resolution 2143 (2014) recommended that UN peacekeeping TCCs/PCCs “undertake targeted and operational trainings for the preparation of UN mission personnel including troop and police contingents … so as to give all mission personnel the ability to effectively recognize, report and respond to violations and abuses committed against children […]” In the same vein, UN Security Council Resolution 2185 (2014) on policing in peacekeeping reiterated “the importance of providing UN Police Components with specialized pre-deployment and in-mission training” on, inter alia, monitoring and reporting on violations and abuses committed against children.

In this framework, it is essential that national pre-deployment training on child protection – including the relevant modules on the MRM and related responsibilities – is fully consistent with the existing UN specialized training materials on child protection, in order to ensure harmonization of practices and standards, and the interoperability of national uniformed contingents in the implementation of the child protection mandate in peacekeeping operations.

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47 UN Security Council, Resolution 2143 (2014), S/RES/2143 (2014), 7 March 2014, para. 20 (recommending that ‘Member States include child protection in … standard operating procedures, as well as in military guidance as appropriate’).
51 UNSC Res. 2143 (2014), para. 20.
52 UNSC Res. 2185(2014), preambular para. 28.
54 Government of Canada, Implementation Guidance, 35.
CONCLUSIONS

In coordination with civilian CPAs, uniformed components in peacekeeping operations make a vital – and often understated – contribution to monitoring and reporting on grave violations against children in situations of armed conflict. They have incomparably more “eyes and ears” on the ground than the lean - and often severely understaffed – civilian Child Protection Sections in UN field missions, and they are able to access remote and hard-to-reach areas that may be precluded to UN child protection officers due to security constraints.

Although there have been several different models exercised over the years, current best practices point to four key elements of successful monitoring and reporting on grave violations by peacekeepers:

1. Security Council prioritization of child protection in explicit mission mandates;
2. Provision of pre-deployment training and in-mission context-specific briefs on the role of peacekeepers in monitoring and reporting, which makes the UN Military and Police personnel better prepared and more receptive to engaging in effective monitoring and reporting;
3. The presence of civilian child protection specialists who can provide necessary real-time expertise and link peacekeeper’s alerts on violations to verification and response mechanisms within and outside the mission.
4. The issuance of clear child protection directives by the mission’s uniformed leadership, and the establishment of a system of military and police CPFPs, to ensure that the CAAC agenda and related monitoring and reporting tasks are known and prioritized at both at the Headquarter and unit levels.

When adequately trained and mandated to carry out MRM-related tasks in accordance with the relevant UN guidance, UN military contingents and formed police units play a key role in gathering data on grave violations against children and sharing the relevant alerts with both their leadership and the mission CPA. When reported through the appropriate civilian and military channels, the information they collect ultimately feeds into the MRM, and thus informs annual and country specific reports on children and armed conflict to the Security Council, but also early warning, analysis and decision-making at mission level, and national and international accountability processes that may be critical to ending and preventing grave violations against children.\(^{55}\)

\(^{55}\) Government of Canada, 35.
Vancouver Principle 6 serves as an important reminder of the TCCs/PCCs’ joint responsibility to build their contingents’ capacity to identify and report on these violations when they are deployed as peacekeepers.

To the extent that the relevant national guidelines and training modules draw upon existing UN standards, directives and training materials (in line with the Vancouver Principles Implementation Guidance), VP 6 also lays the foundation for a global integrated training and guidance framework on monitoring and reporting on the six grave violations, and one in which the UN and national level continuously cross-fertilize. In this framework, it is essential that good practices and lessons learned in pre-deployment and in-mission training on – and in the implementation of – monitoring and reporting functions by UN peacekeepers are systematically collected, analysed and socialized – informing further policies, guidance and tools (e.g. Police Commissioner’s Directives on Child Protection) as appropriate. The Division of Policy, Evaluation and Training of the UN Department of Peace Operations is the entity mandated – and uniquely placed – to do so (in coordination with relevant UN and regional partners), and should be provided with adequate resources to support the development, roll out, dissemination, translation, operationalization and evaluation of new guidelines and training materials on monitoring and reporting on grave violations against children in peacekeeping operations.

In order to further strengthen and expand this normative architecture, increasingly closer synergies with regional organizations (such as the African Union, the European Union and NATO) and peace support initiatives (e.g. the G5-Sahel) should also be developed, building on the UN Policy on Child Protection as well as on UN Security Council Resolution 2427 (2018). Such synergies are key in order to broaden and standardize child protection pre-deployment training opportunities and ensure that monitoring and reporting on grave violations is effectively mainstreamed into regional training initiatives.

Finally, mandates for child protection should be made explicit in mission and budget planning processes. Missions without adequate civilian child protection capacity or single-hatted CPFPs to support military and police components have historically under-performed in both monitoring and response to grave child rights violations.

56 Government of Canada, 36.
57 (‘The Policy also serves as a resource for regional peacekeeping forces when operating under a United Nations Security Council mandate, including but not limited to the African Union [AU], the European Union [EU], and the North Atlantic Treaty Organization [NATO], with a view to encouraging consistency in the application of international norms and standards on child protection in peace support operations mandated by the Security Council.’). UN DPKO - DPA - DFS, “DPKO-DFS-DPA Policy on Child Protection,” para. 6.
58 See UNSC Res. 2427(2018), para. 11.
59 In line with UNSC Res. 2427(2018), para. 11.
The negotiations within the Fifth Committee of the General Assembly and around the Secretary-General’s Report to the Special Committee on Peacekeeping Operations, the implementation of the Action for Peacekeeping initiative and the meetings of the Group of Friends of CAAC (both in New York and at the field level) all provide important political space for Member States to “champion” and adequately resource the child protection mandate in peacekeeping (and the related monitoring and reporting functions), and to prioritize child protection in mission planning processes as well as mandate renewals.

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