

## 27. Protection of civilians in armed conflict

During the 2022, the Security Council held three meetings in connection with the protection of civilians in armed conflict. Two out of the three meetings took the form of open debates, and one was held in the format of a briefing.<sup>1019</sup> No decisions were adopted under this item during the period under review. More information on the meetings, including on participants and speakers, is given in table 1 below.<sup>1020</sup>

On 25 January 2022, at the initiative of Norway, which held the presidency of the Council for the month,<sup>1021</sup> the Council held a high-level open debate under the sub-item entitled “War in cities: protection of civilians in urban settings”.<sup>1022</sup> At the meeting, the Council heard briefings by the Secretary-General, the President of the International Committee of the Red Cross (ICRC) and the Chairperson and co-founder of the Mwatana Organization for Human Rights in Yemen. In his remarks, the Secretary-General briefed on the devastating harm suffered by civilians and civilian infrastructure when hostilities took place in urban settings, especially when explosive weapons were used in populated areas.<sup>1023</sup> In that regard, he mentioned some examples of conflict zones in which the urban civilian population had been heavily impacted, including in Palestine, Afghanistan, Yemen, Libya, Syria and Iraq. The Secretary-General then outlined some prevention and mitigation measures against the impact of urban war and urged States to follow good practices in order to reduce the humanitarian impact of using explosive weapons in populated areas. Furthermore, he welcomed efforts towards a political declaration to address the harm arising from the use of those weapons and urged all Member States to commit themselves to avoiding the use of wide-area explosive weapons in populated areas. Finally, the Secretary-General urged all Member States to use their influence over their partners and allies to

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<sup>1019</sup> For more information on the format of meetings, see part II.

<sup>1020</sup> See also [A/77/2](#), part II, chap. 15.

<sup>1021</sup> A concept note was circulated by letter dated 10 January 2022 ([S/2022/23](#)).

<sup>1022</sup> See [S/PV.8953](#) and [S/PV.8953 \(Resumption 1\)](#). See also [S/2022/54](#). While briefers and Council members participated in-person at the meeting, non-Council members submitted written statements. This was agreed in the light of the extraordinary circumstances caused by the COVID-19 pandemic. For more information on the procedures and working methods developed during the COVID-19 pandemic, see part II.

<sup>1023</sup> See [S/PV.8953](#).

ensure respect for international humanitarian law and the adoption of good practices and underlined the Council's vital role in that regard.

The President of the ICRC pointed to the negative impacts of the urbanization of conflict and attacks on interconnected infrastructure on populations in urban areas, with no major improvements despite repeated calls for action. He voiced the concern of the ICRC about the extensive use of heavy explosive weapons in urban and other populated areas, which was a particular cause of civilian harm in armed conflicts at the time. In that regard, he announced the issuing of a new ICRC report on heavy explosive weapons in populated areas in over a decade of analysis. According to the President of the ICRC, the report provided practices and recommendations to political authorities and armed forces on a range of mitigating measures which could serve as a tool to inform ongoing negotiations on a political declaration on explosive weapons in populated areas. The ICRC continued to urge Member States to act more decisively to improve their own action and leverage their special relationship with allies and partners to enhance respect for international humanitarian law, as there was an urgent need to adopt and implement measures to protect essential services, particularly as the world confronted the double vulnerability of conflict and the pandemic. In that regard, the President of the ICRC urged States to fully and swiftly implement resolution [2573 \(2021\)](#), and stressed the need for Council members to ensure that sanctions allowed the work of humanitarian actors to prevent the implosion of basic social service systems.

The Chairwoman of the Mwatana Organization for Human Rights, speaking from Sana, reported that civilians continued to suffer in the conflict in Yemen and that all warring parties had committed violations of international humanitarian law and international human rights law. In that regard, she provided a summary of figures documented by her organization, including on air and ground attacks and mine explosions as well as on civilians killed or wounded since the outbreak of the conflict in 2014. She added that in a large number of those attacks, either no military target had been identified, or the documented civilian harm was beyond any apparent military benefit, concluding that those attacks had happened because the parties to the conflict had confidently relied on impunity. She further noted that it was not sufficient to name and shame the warring parties and their behaviour, and that the Council should refer the Yemen's situation to the International Criminal Court.

During the debate that ensued, Member States shared their perspectives on the impact of armed conflict in urban areas. Participants reflected on the major complexities of the prevailing wars at the time, characterized by the embedment of non-State actors and armed groups within the infrastructure of urban areas not in compliance with international humanitarian law. The Prime Minister of Norway stated that warfare in urban areas, particularly in protracted conflicts, caused civilian deaths and human suffering beyond what was acceptable and stressed that civilians must be protected, whether the individual military attack was considered legal or not. He added that it was not just a question of complying with international humanitarian law and made a number of proposals for actions that should be taken for the effective protection of civilians and civilian objects in urban settings. The Minister for Foreign Affairs of Gabon stated that recent partial data revealed that urban warfare killed an average of eight times more civilians than conflicts in rural areas. He added that the complexity of urban theatres was a major challenge for military and humanitarian operations, owing to the density of the population and the overlap of civilians and combatants. Member States addressed the need for parties to conflict to avoid the use of explosive weapons with wide-area impact in densely populated areas and to strengthen compliance with international humanitarian law and all relevant instruments. A number of speakers highlighted the concerns reflected in the latest report of the Secretary-General concerning the devastating impact of armed conflicts on civilian populations.<sup>1024</sup> In that regard, several speakers recalled the unanimous adoption of or urged compliance with resolution [2573 \(2021\)](#) concerning the protection of civilians and essential civilian infrastructure.<sup>1025</sup> In addition, several Member States proposed concrete actions, including the use of sanctions to coerce or deter perpetrators;<sup>1026</sup> strengthening the participation and leadership of women in humanitarian and reconstruction processes and initiatives;<sup>1027</sup> and documenting civilian harm as

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<sup>1024</sup> See [S/PV.8953](#), Ireland, Mexico, Albania, India, Liechtenstein, Switzerland (on behalf of the Group of Friends on the Protection of Civilians in Armed Conflict), Austria, Egypt, Iran (Islamic Republic of) and Poland; and [S/PV.8953 \(Resumption 1\)](#), Ecuador, Slovakia, Luxembourg, Holy See and Georgia. See also [S/2022/54](#), Azerbaijan, Republic of Korea, Rwanda and San Marino. For the Secretary-General report, see [S/2021/423](#).

<sup>1025</sup> See [S/PV.8953](#), United States, Mexico, Liechtenstein, Switzerland, Austria, Malta, Italy, Germany and Poland; and [S/PV.8953 \(Resumption 1\)](#), Japan, Ecuador, Sweden, Holy See, Belgium. See also [S/2022/54](#), Republic of Korea and San Marino.

<sup>1026</sup> See [S/PV.8953](#), United Arab Emirates and France. See also [S/2022/54](#), Myanmar.

<sup>1027</sup> See [S/PV.8953](#), Norway, United Arab Emirates, Switzerland, Germany; and [S/PV.8953 \(Resumption 1\)](#) Indonesia.

a means to assess whether the predicted casualties of military operations corresponded to the damage actually caused to civilians.<sup>1028</sup> Some Member States also underscored the need for mandates of United Nations peacekeeping operations to better integrate protection of civilians in mission planning and reflect the realities on the ground.<sup>1029</sup> The representative of Canada pointed out that action to condemn a State or armed group which flouted the law happened less frequently due to the Council often being obstructed by the veto.<sup>1030</sup> He noted that since 2011, the Council had been blocked 16 times from taking urgently needed action on Syria, including to address some of the most pressing humanitarian aspects of the civil war. Moreover, he stated that it was incumbent upon all Member States to challenge the Council when its will was blocked by the veto and pressure it to achieve its mandate or find alternative avenues of collective address within the Charter.

On 25 May, the Council held its annual open debate on the protection of civilians in armed conflict to discuss the latest report of the Secretary-General.<sup>1031</sup> At the meeting, the Council heard briefings by the Director of Coordination in the Office for the Coordination of Humanitarian Affairs, the Director-General of the ICRC, the President and Chief Executive Officer of the International Rescue Committee and the Country Director of Women for Women International in the Democratic Republic of the Congo.

The Director of Coordination in the Office for the Coordination of Humanitarian Affairs highlighted some of the key concerns set out by the Secretary-General in his annual report, including the fact that when explosive weapons had been used in populated areas such as in Syria, Afghanistan, Yemen and Gaza, about 90 per cent of casualties had been civilians, compared with 10 per cent in other areas.<sup>1032</sup> Other concerns he voiced included attacks against schools and health-care facilities, damage to the natural environment and essential infrastructure. He noted that conflict-driven hunger had also worsened, leading to acute food insecurity of millions in 24 States, including in Ethiopia, Nigeria, South Sudan and Yemen. Moreover, humanitarian operations had also faced continued complex access challenges that had deprived

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<sup>1028</sup> See [S/PV.8953](#), Brazil.

<sup>1029</sup> Ibid., Ireland, France and Slovenia; and [S/PV.8953 \(Resumption 1\)](#), Guatemala and Philippines.

<sup>1030</sup> See [S/PV.8953 \(Resumption 1\)](#).

<sup>1031</sup> See [S/PV.9042](#) and [S/PV.9042 \(Resumption 1\)](#). See also [S/2022/381](#).

<sup>1032</sup> See [S/PV.9042](#).

people of the assistance they needed to survive in Somalia, the Central African Republic and Myanmar. In that connection, he stated that sanctions and broadly conceived counter-terrorism measures had impeded principled humanitarian activities and that misinformation and disinformation had eroded trust, putting humanitarians at risk of harm and ultimately jeopardizing humanitarian operations. Turning to the conflict in Ukraine, he said that it had effectively ended Ukraine's food exports and that the humanitarian impacts were being felt far beyond its borders, with price increases for staple foods threatening people in countries across Africa and the Middle East, exacerbating suffering in other conflict situations and planting the seeds for further political instability and unrest worldwide. The Director of Coordination in the Office for the Coordination of Humanitarian Affairs concluded by mentioning a few practical steps that States and non-State armed groups should take to fully comply with international humanitarian law, as repeatedly stated by the Secretary-General. They included tracking reports of civilian harm to gauge the impact of military operations and shift course, if necessary; increasing the understanding of the effects of conflict on the natural environment and integrating legal protection for the environment into military training, doctrine and policy and legal frameworks; engaging in political dialogue, training and joint operational planning with security allies, including non-State armed groups and withholding arms transfers where there was a clear risk that the arms would be used to commit serious international humanitarian law violations; ensuring that humanitarian operations were shielded from the political dynamics of conflict and supporting humanitarian engagement with all parties to conflict; facilitating humanitarian activities and excluding them from the scope of counter-terrorism and sanctions measures; investigating alleged war crimes, prosecuting perpetrators, ensuring reparations for victims and strengthening other States' capacity to investigate and prosecute; and finally, developing policy frameworks and building upon good policies and practices.

The Director-General of the ICRC stated that while certain progress had been made on the normative and policy fronts on the issue of the protection of civilians, the reality on the ground continued to tell a very different story, with deliberate attacks on civilians and civilian objects, frequent indiscriminate and disproportionate attacks, politicization of humanitarian action, while political solutions to end conflict remained elusive. He added that States were falling short of their primary responsibility of respecting and ensuring respect for international

humanitarian law. To that end, he urged States to take decisive action in three areas of concern, namely, making the protection of civilians a strategic priority in the planning and conduct of all military and security operations in populated areas; working to avoid and prevent the spread of misinformation and disinformation in armed conflicts and mitigate their impact on affected people; and refraining from making operational humanitarian organizations such as the ICRC responsible for sharing data from international humanitarian law monitoring. In that regard, the Director-General stated that there was a need to bridge the wide gap between the ever-growing protection and assistance needs of conflict-affected people and the ability of humanitarian organizations to deliver an adequate response. That meant removing obstacles such as restrictive measures that criminalized aid and denied access, politicized funding, or imposed requirements compromising the humanitarian principles. He concluded by stating that the responsibility for removing those obstacles and for ensuring protection lied first and foremost with States, including the members of the Council.

The President of the International Rescue Committee said that the system for protecting civilians was not succeeding and that no failure was greater than the denial of access for innocent civilians to the legal right to receive life-saving aid. In that context, he stated that every year the delivery of aid became harder in conflict zones, not because the natural geography was more difficult but because the human-made obstacles were more significant. He said that while the Council was not responsible for the tactics of those laying siege to communities or targeting civilians or aid workers, it was responsible for the failure to hold those actors to account and curb their illegal excesses, which needed to change. He added that the denial of humanitarian access should be a permanent agenda item for the Council and that the Council should set a standard for defending United Nations officials who called out violations of international law and that those officials should be backed by independent assessments of access violations that left no room for political pressure. He stressed the importance of early-warning mechanisms and suggested that resolution [2417 \(2018\)](#) on conflict-induced hunger could be an effective indicator of food insecurity and famine and a tool to fight, if it were not undermined by weak and inconsistent implementation, data and reporting. Lastly, he said that where the Council had direct power over access to aid, such as in the upcoming vote to renew cross-border access to Syria, that vote should be based on facts and law alone to ensure that humanitarian aid reached those in need by

the most direct and effective routes. When the Council was divided, the General Assembly could continue to play a critical role in establishing independent mechanisms to gather evidence on international humanitarian law violations.

The Director at Women for Women International in the Democratic Republic of the Congo focused her briefing on the challenges faced by the women and other marginalized populations affected by conflict in the eastern part of the country and on how gender-transformative approaches and local women's organizations like hers must be part of the strategy from the start to ensure better humanitarian access and protection of all civilians. In that regard, she said that there must be closer coordination among the humanitarian country teams, Government authorities, peacekeeping missions and civil society across the planning and implementation phases of humanitarian response.

Following the briefings, delegations discussed the deterioration of the humanitarian situation in various conflict zones around the world and the unprecedented challenges to global efforts for the protection of civilians. In that connection, a number of delegations underscored the need for full and effective implementation of relevant Council resolutions concerning the protection of civilians.<sup>1033</sup> The representative of Brazil held the view that it was clear that the problem was not the absence of norms, but the lack of implementation and respect for them.<sup>1034</sup>

Among the most pressing protection challenges discussed during the meeting, speakers pointed to the use of heavy explosives in densely populated areas and the widespread availability of weapons; conflict-related sexual violence and increased vulnerabilities faced by women, children, refugees, internally displaced persons and persons with disabilities; the shrinking of the humanitarian space due to deliberate attacks on humanitarian and medical personnel, schools and medical facilities; as well as the rapid spread of misinformation and disinformation. Several delegations also raised concerns about the unintended consequences of sanctions and counter-

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<sup>1033</sup> See [S/PV.9042](#), Gabon, United Kingdom, Ireland, Norway, Albania, China, Mexico, and Switzerland (on behalf of the Group of Friends on the Protection of Civilians in Armed Conflict); and [S/PV.9042 \(Resumption 1\)](#) Luxembourg, Malta, Portugal New Zealand, Austria, Yemen, South Africa, Japan, Morocco, Poland, Italy, Nepal, Bangladesh, Maldives, Argentina, Republic of Korea and Belgium. For more information on the discussion concerning the obligation of Member States to accept and carry out the decisions of the Council in the context of the protection of civilians in armed conflict, see part V, sec. II.

<sup>1034</sup> See [S/PV.9042](#).



terrorism measures on humanitarian assistance.<sup>1035</sup> In that regard, some delegations underscored the need that safeguards or humanitarian carveouts, such as the one established by resolution [2615 \(2021\)](#) concerning Afghanistan, be considered in order to exclude the application of sanctions to humanitarian activities.<sup>1036</sup> The representative of France stressed the need to sanction violations of international humanitarian law with regard to the protection of civilians by making better use of the tool of sanctions against those responsible for those violations.<sup>1037</sup> A number of speakers also touched upon the fact that the world faced unprecedented levels of food insecurity due to the widespread and protracted armed conflicts. In that regard, several delegations held the view that the adverse effects of the conflict in Ukraine on food and energy prices had exacerbated an already critical humanitarian situation in conflict zones.<sup>1038</sup>

Furthermore, Member States drew attention to the instrumental role played by peacekeepers in the protection of civilians as well as the increasing challenges faced by United Nations missions around the world in executing their protection mandates. In that connection, many delegations advocated for more adequate training and resources so that peacekeepers could effectively implement their protection mandates.<sup>1039</sup> In addition, a number of speakers stressed the importance of preventing the outbreak of armed conflicts as the most effective way to protect civilians.<sup>1040</sup> While most delegations called for compliance with international humanitarian law and accountability, some participants also underscored the necessity of embedding civilian protections into national legislations.<sup>1041</sup> The representative of New Zealand said that improved

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<sup>1035</sup> Ibid., Brazil, Ireland, France, Norway, United Arab Emirates, Mexico, and Switzerland (on behalf of the Group of Friends on the Protection of Civilians in Armed Conflict); and [S/PV.9042 \(Resumption 1\)](#), European Union and Iran (Islamic Republic of).

<sup>1036</sup> See [S/PV.9042](#), Brazil, Kenya, United Arab Emirates and Switzerland (on behalf of the Group of Friends on the Protection of Civilians in Armed Conflict); and [S/PV.9042 \(Resumption 1\)](#), Belgium.

<sup>1037</sup> See [S/PV.9042](#).

<sup>1038</sup> Ibid., United States, Albania, Mexico and Türkiye; and [S/PV.9042 \(Resumption 1\)](#), Ecuador, European Union, Portugal, Liechtenstein, Slovakia, Greece and Denmark (on behalf of the Nordic Countries).

<sup>1039</sup> See [S/PV.9042](#), India, Norway, China, United Arab Emirates, Egypt; and [S/PV.9042 \(Resumption 1\)](#), New Zealand, Estonia, Australia, Nepal, Bangladesh, Costa Rica, Argentina, Indonesia, Guatemala, Malaysia and Chile.

<sup>1040</sup> See [S/PV.9042](#) (United Kingdom, Brazil, Albania, United Arab Emirates, Egypt); and [S/PV.9042 \(Resumption 1\)](#), Slovenia, Viet Nam, Qatar, Maldives, Uruguay, Croatia (on behalf of the Group of Friends of the Responsibility to Protect) and Chile.

<sup>1041</sup> See [S/PV.9042](#), United Kingdom, France and Mexico; and [S/PV.9042 \(Resumption 1\)](#), Canada, South Africa, Italy and Croatia (on behalf of the Group of Friends of the Responsibility to Protect)).



integration with the United Nations peacebuilding architecture would better protect civilians at all stages of conflict.<sup>1042</sup>

On 15 September, at the request of Brazil and Ireland, as co-focal points on food security and armed conflict, the Council held a briefing further to a white note sent to the Council by the Office for the Coordination of Humanitarian Affairs on 24 August 2022, in accordance with resolution [2417 \(2018\)](#).<sup>1043</sup> Pursuant to the resolution, the Council requested the Secretary-General to report swiftly to the Council when the risk of conflict-induced famine and widespread food insecurity in armed conflict contexts occurred. Accordingly, the white note detailed the situation in four regions: northern Ethiopia, north-east Nigeria, South Sudan and Yemen. At the meeting, the Council was briefed by the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, the Chief Economist of the United Nations Food and Agriculture Organization (FAO) and the Executive Director of the World Food Programme (WFP).

Recalling the request of the Council in resolution [2417 \(2018\)](#), the Under-Secretary-General for Humanitarian Affairs reported on the recent assessments that had identified the four regions in which such risk was clear.<sup>1044</sup> In that regard, the Under-Secretary-General reported that, according to the Integrated Phase Classification system, which monitored food security worldwide, hundreds of thousands of people in those regions were facing catastrophic levels of hunger – the equivalent of phase 5, which was the system’s ultimate, most devastating phase. Elaborating on the main drivers of hunger due to the direct and indirect impact of conflict and violence, he noted that a similar pattern recurred in each context characterized by forced displacement, disruption of access to markets, agricultural production and income generation caused by explosive remnants of war, destruction of essential civilian infrastructure and equipment as well as the deliberate suspension of access to commercial supplies and essential services, in addition to the eventual use of hunger as a tactic of war. Humanitarian organizations faced impediments and attacks, which prevented them from reaching people in need and made their suffering worse. Further to providing a snapshot of the situation in each of those regions in

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<sup>1042</sup> See [S/PV.9042 \(Resumption 1\)](#).

<sup>1043</sup> See [S/PV.9133](#). See also resolution [2417 \(2018\)](#), paras. 1 and 12.

<sup>1044</sup> See [S/PV.9133](#).

crisis, the Under-Secretary-General recommended four specific steps to be taken by Member States with regard to each area, namely, to pursue peaceful and negotiated resolutions to conflicts and other situations of violence; to remind and encourage States and armed groups to abide by their obligations under international humanitarian law and international human rights law; to support an integrated response to address the underlying drivers of acute food insecurity; and to sustain humanitarian financing for those crises. Before concluding, the Under-Secretary-General also pointed to the impact of climate change and how it was felt variously by those who did little to create it. Drawing the attention to the risk of famine in Somalia specifically, he called on the climate community and Member States to ensure that money pledged for climate financing reached its destination.

In his briefing, the Chief Economist of FAO underscored that conflict had immediate and lasting effects on every dimension of agrifood systems and severely hampered humanitarian access to civilians. Prior to describing the situations in the four contexts addressed by the white note, he said that although not included in detail in the note, it was important to describe the dire situation in Somalia as well as to draw the Council's attention to Afghanistan, where the humanitarian situation remained highly fragile. In closing, he said that preventing conflict was the most effective means of preventing famine and that immediate action was essential to minimize potential calamities.

In his briefing, the Executive Director of the WFP stated that the world was facing a global emergency of unprecedented magnitude, with the threat of mass starvation and famine growing constantly. He echoed the assessments of the situations in Ethiopia, north-east Nigeria, South Sudan and Yemen elaborated by previous briefers and urged the Council to show the leadership the world needed that helped facilitate political solutions to end those wars.

In the ensuing debate, Council members emphasized that armed conflict and violence remained primary drivers of the risk of conflict-induced famine and wide-spread food insecurity in parts of South Sudan, Yemen, north-eastern Nigeria and in northern Ethiopia, as highlighted in the white note as well as in Somalia and Afghanistan. A number of participants highlighted the Council's preventive role in averting conflict, as foreseen in resolution [2417 \(2018\)](#) and called

for its full implementation.<sup>1045</sup> In that connection, the representatives of Mexico and the United States underscored the importance of the white note as a useful early-warning tool.<sup>1046</sup> Many delegations held the view that the conflict in Ukraine had exacerbated the already precarious situation in those regions.<sup>1047</sup> In contrast, the representative of the Russian Federation stated that the causes of food crises in any country needed specific analysis without hasty generalizations. He added that the Secretary-General had recently warned of the risk of mass famine in five countries, four of which had been on the agenda of the Security Council for years. In that context, the Russian representative regretted that the subject of food security was being manipulated for geopolitical ends and that “Western countries continue[d] to blame Russia for every problem,” including the food crisis, even as they acknowledged that it had preceded the special military operation in Ukraine.

Throughout 2022, the Council continued the practice of hearing briefings by the United Nations Office for the Coordination of Humanitarian Affairs concerning the protection of civilians in armed conflict under country- and region-specific items.<sup>1048</sup> The Council also included protection-related provisions in most of its decisions in relation to both country- and region-specific items as well as thematic ones during the year. The Council focused on multiple aspects of the protection of civilians’ agenda and used a variety of language formulas to address the protection of civilians in its decisions. Selected provisions of those decisions are listed in table 2. In particular, the Council (a) strongly condemned all forms of violence and abuses committed against civilians, in particular against women and children, and demanded the cessation of attacks against humanitarian and medical personnel, civilian infrastructure, including attacks against schools, hospitals and humanitarian facilities;<sup>1049</sup> (b) demanded that all parties to armed conflict ensure rapid, safe and unhindered access for delivery of humanitarian

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<sup>1045</sup> Brazil, Ireland, United Arab Emirates, Norway, Albania, United States and France.

<sup>1046</sup> Mexico and the United States.

<sup>1047</sup> Brazil, Ireland, United Arab Emirates, Mexico, Norway, India, Albania, United States, France and Italy.

<sup>1048</sup> In 2022, the Council heard briefings by the Office of Coordination of Humanitarian Affairs 35 times at public meetings and 20 times in either private meetings or informal consultations, for a total of 55 briefings. For more information on briefings on those items prior to 2022, see *Repertoire, Supplement 2021*, part I, sect. 25.

<sup>1049</sup> For more information on the decisions of the Council concerning children and armed conflict and specifically the protection of schools and education facilities, see sect. 26 above. For more information on the decisions of the Council concerning conflict-related sexual violence and gender-based violence, see sect. 29 below.

assistance to populations in need, and ensure safety of humanitarian and medical personnel; (c) called upon all relevant parties to comply with their obligations under international humanitarian law, human rights law and refugee law and called for accountability measures against perpetrators of such crimes; (d) emphasised the primary responsibility of States to comply with their relevant obligations and called for their action to protect civilians; (e) requested additional monitoring and response mechanisms to threats and attacks against civilians as well as reporting arrangements in order to improve the protection of civilians in armed conflict, and (f) adopted or expressed its intention to adopt targeted measures, including sanctions, against individuals or entities who violated international humanitarian and human rights law. In that regard, the Council also decided on humanitarian exemptions and urged Member States to minimize and mitigate the unintended adverse humanitarian consequences of targeted measures, as decided later in the year by resolution [2664 \(2022\)](#).<sup>1050</sup> In addition, the Council's practice of strengthening the mandates of United Nations peace operations with a view to protecting civilians continued to evolve. During the reporting period, the Council continued to request several missions to take the protection of civilians under threat of physical violence as specific priorities and benchmarks of their mandates, with particular attention, but not limited to, women, children, refugees and internally displaced persons, including by creating a secure environment for the safe delivery of humanitarian assistance, as well as strengthening local community engagement and empowerment and early warning mechanisms, in addition to the use of strategic communications in order to counter disinformation and misinformation.<sup>1051</sup>

**Table 1**  
**Meetings: Protection of civilians in armed conflict**

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<sup>1050</sup> See resolution [2664 \(2022\)](#), para. 1. For more information on the discussion related to preventing humanitarian consequences of sanctions, see part I, sect. 24. For more information on the economic problems arising from the implementation of sanctions by the Council, see part VII, sect. IX.

<sup>1051</sup> For further details on the mandates of peacekeeping and special political missions, see part X.

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
<a href="#">S/PV.8953</a> <a href="#">S/PV.8953</a> <a href="#">(Resumption 1)</a> and <a href="#">S/2022/54</a> 25 January 2022	War in cities: protection of civilians in urban settings  Letter dated 10 January 2022 from the Permanent Representative of Norway to the United Nations addressed to the Secretary-General ( <a href="#">S/2022/23</a> )		33 Member States <sup>a</sup>	President of the International Committee of the Red Cross (ICRC), Chairperson and co-founder of the Mwatana Organization for Human Rights, Head of the Delegation of the European Union to the United Nations, Permanent Observer of the Holy See to the United Nations	Secretary-General, all Council members <sup>b</sup> , all invitees <sup>c</sup>	
<a href="#">S/PV.9042</a> <a href="#">S/PV.9042</a> <a href="#">(Resumption 1)</a> 25 May 2022	Report of the Secretary-General on the protection of civilians in armed conflict ( <a href="#">S/2022/381</a> )		50 Council members <sup>d</sup>	Seven invitees <sup>e</sup>	All Council members, all invitees <sup>f</sup>	
<a href="#">S/PV.9133</a> 15 September 2022			Italy	Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, Chief Economist of the United Nations Food and Agriculture Organization, Executive Director of the World Food Programme	All Council members, all invitees	

<sup>a</sup> Argentina, Armenia, Austria, Belgium, Canada, Chile, Ecuador, Egypt, Georgia, Germany, Guatemala, Indonesia, Iran (Islamic Republic of), Italy, Japan, Jordan, Liechtenstein, Lithuania, Luxembourg, Malta, Morocco, Pakistan, Philippines, Poland, Portugal, Slovakia, Slovenia, South Africa, Sweden, Switzerland, Türkiye, Ukraine and Yemen.

<sup>b</sup> The meeting was presided over by the Prime Minister of Norway. Ghana was represented by its Vice-President and Minister for Foreign Affairs, Gabon was represented by its Minister for Foreign Affairs, United States was represented by its Permanent Representative to the United Nations and Member of the President's Cabinet.

<sup>c</sup> The Chairperson and co-founder of the Mwatana Organization for Human Rights participated in the meeting with audio only, from Sana, Sweden spoke on behalf of the Nordic countries, Switzerland spoke on behalf of the Group of Friends on the Protection of Civilians in Armed Conflict, the Head of the Delegation of the European Union to the United Nations spoke on behalf of the European Union and its member States, as well as Albania, Bosnia and Herzegovina, Georgia, Montenegro, North Macedonia, Serbia, Türkiye and Ukraine.

<sup>d</sup> Algeria, Argentina, Armenia, Australia, Austria, Azerbaijan, Bangladesh, Belgium, Canada, Chile, Costa Rica, Croatia, Cyprus, Denmark, Ecuador, Egypt, Estonia, Georgia, Germany, Greece, Guatemala, Indonesia, Iran (Islamic Republic of), Israel, Italy, Japan, Liechtenstein, Luxembourg, Malaysia, Maldives, Malta, Morocco, Nepal, New Zealand, Nigeria, Pakistan, Poland, Portugal, Qatar, Republic of Korea, Slovakia, Slovenia, South Africa, Spain, Switzerland, Türkiye, Ukraine, Uruguay, Viet Nam and Yemen.

<sup>e</sup> Director of Coordination in the Office for the Coordination of Humanitarian Affairs, Director-General of the ICRC, President and Chief Executive Officer of the International Rescue Committee, Country Director of Women for Women International in the

Democratic Republic of the Congo, Head of the Delegation of the European Union to the United Nations, Permanent Observer of the Observer State of Palestine to the United Nations and Permanent Observer of the Holy See to the United Nations, Germany was represented by its State Secretary at the Federal Foreign Office, Switzerland spoke on behalf of the Group of Friends of the Protection of Civilians in Armed Conflict, Croatia spoke on behalf of the Group of Friends of the Responsibility to Protect, Denmark spoke on behalf of the Nordic Countries, The Head of the Delegation of the European Union to the United Nations spoke on behalf of the European Union and its member States, as well as Albania, Bosnia and Herzegovina, North Macedonia and Montenegro as well as Georgia, Monaco, San Marino, Ukraine and the Republic of Moldova.

**Table 2**  
**Selection of provisions relevant to the protection of civilians in armed conflict, by theme and item, 2022**

	<i>Agenda item</i>	<i>Decision</i>	<i>Paragraph</i>
<b>Condemns and demands the cessation of attacks and acts of violence against civilians and civilian infrastructure, humanitarian and medical personnel</b>			
<b>Country and region-specific</b>	The situation in the Central African Republic	Resolution <a href="#">2659 (2022)</a>	3, 25, 56
	The situation concerning the Democratic Republic of the Congo	Resolution <a href="#">2666 (2022)</a>	7, 9, 10
	The question concerning Haiti	Resolution <a href="#">2653 (2022)</a>	1
	The situation in Somalia	Resolution <a href="#">2628 (2022)</a>	16, 17, 18
	Reports of the Secretary-General on the Sudan and South Sudan	Resolution <a href="#">2625 (2022)</a>	11
<b>Thematic</b>	Threats to international peace and security caused by terrorist acts	<a href="#">S/PRST/2022/7</a>	fifth, sixth
<b>Demands parties to allow immediate humanitarian access and ensure the safety of humanitarian and medical personnel and facilities</b>			
<b>Country and region-specific</b>	The situation in the Central African Republic	Resolution <a href="#">2659 (2022)</a>	54, 55
	The situation concerning the Democratic Republic of the Congo	Resolution <a href="#">2666 (2022)</a>	31
	The situation in Myanmar	Resolution <a href="#">2669 (2022)</a>	9
	The situation in Somalia	Resolution <a href="#">2657 (2022)</a>	11, 11 (a), 11(a) (iii)
	Reports of the Secretary-General on the Sudan and South Sudan	Resolution <a href="#">2625 (2022)</a>	10, 12
<b>Calls for compliance with and accountability under applicable international humanitarian law, human rights law and refugee law as well as relevant Council resolutions by all parties</b>			
<b>Country and region-specific</b>	The situation in the Central African Republic	Resolution <a href="#">2659 (2022)</a>	14, 22
	The situation concerning the Democratic Republic of the Congo	Resolution <a href="#">2666 (2022)</a>	5
	The situation Mali	Resolution <a href="#">2640 (2022)</a>	31, 46, 47
	The situation in Myanmar	Resolution <a href="#">2669 (2022)</a>	4, 10
	The situation in Somalia	Resolution <a href="#">2657 (2022)</a>	9

	<i>Agenda item</i>	<i>Decision</i>	<i>Paragraph</i>
	Reports of the Secretary-General on the Sudan and South Sudan	Resolution <a href="#">2625 (2022)</a>	9
<b>Thematic</b>	Threats to international peace and security caused by terrorist acts	<a href="#">S/PRST/2022/7</a>	thirteenth
<b>Affirms the primary responsibility of States and parties to conflict to protect civilians and calls for action to protect civilians</b>			
<b>Country and region-specific</b>	The situation in the Central African Republic	Resolution <a href="#">2659 (2022)</a>	10, 24
	The situation concerning the Democratic Republic of the Congo	<a href="#">S/PRST/2022/4</a>	fifth, sixth
		Resolution <a href="#">2666 (2022)</a>	5, 6
	The situation Mali	Resolution <a href="#">2640 (2022)</a>	2, 12, 25, 45
	The situation in Somalia	Resolution <a href="#">2628 (2022)</a>	6, 9, 14 (c), 19
		Resolution <a href="#">2657 (2022)</a>	13 (a), (b)
	Reports of the Secretary-General on the Sudan and South Sudan	Resolution <a href="#">2625 (2022)</a>	5, 13, 17, 20 (g)
		Resolution <a href="#">2630 (2022)</a>	4
<b>Requests for specific monitoring and analysis of and reporting on protection of civilians</b>			
<b>Country and region-specific</b>	The situation in the Central African Republic	Resolution <a href="#">2659 (2022)</a>	36 (b) (i), 43
	The situation concerning the Democratic Republic of the Congo	Resolution <a href="#">2666 (2022)</a>	30, 43
	The situation Mali	Resolution <a href="#">2640 (2022)</a>	57 (i), (iv)
	The situation in the Middle East	Resolution <a href="#">2642 (2022)</a>	2, 5
	The situation in Somalia	Resolution <a href="#">2628 (2022)</a>	11, 53 (f)
	Reports of the Secretary-General on the Sudan and South Sudan	Resolution <a href="#">2625 (2022)</a>	20 (a)
		Resolution <a href="#">2633 (2022)</a>	23
<b>Imposes targeted measures against perpetrators of violations against civilians in armed conflict</b>			
<b>Country and region-specific</b>	The situation in the Central African Republic	Resolution <a href="#">2648 (2022)</a>	5
		Resolution <a href="#">2659 (2022)</a>	4
	The question concerning Haiti	Resolution <a href="#">2645 (2022)</a>	5
		Resolution <a href="#">2653 (2022)</a>	13, 16 (e), (g)
	The situation Mali	Resolution <a href="#">2649 (2022)</a>	2
	The situation in Somalia	Resolution <a href="#">2657 (2022)</a>	11 (d)
	Reports of the Secretary-General on the Sudan and South Sudan	Resolution <a href="#">2625 (2022)</a>	18
		Resolution <a href="#">2633 (2022)</a>	13
<b>Stresses the need to minimize adverse humanitarian consequences of sanctions measures and humanitarian exemptions</b>			
<b>Country and region-specific</b>	Peace and security in Africa	<a href="#">S/PRST/2022/6</a>	eighth



	<i>Agenda item</i>	<i>Decision</i>	<i>Paragraph</i>
	The question concerning Haiti	Resolution <a href="#">2653 (2022)</a>	10, 17
	The situation in the Middle East	Resolution <a href="#">2624 (2022)</a>	6, 16
	The situation in Somalia	Resolution <a href="#">2662 (2022)</a>	28
<b>Thematic</b>	General issues relating to sanctions	Resolution <a href="#">2664 (2022)</a>	1, 7
	Threats to international peace and security caused by terrorist acts	<a href="#">S/PRST/2022/7</a>	seventh, seventeenth
<b>Includes mission-specific protection mandates and benchmarks<sup>a</sup></b>			
<b>Country and region-specific</b>	The situation in the Central African Republic	Resolution <a href="#">2659 (2022)</a>	35 (a) (i)-(iv), (c), 36 (b) (i), (iii), (f) (i), (iv), (vii), 41
	The situation concerning the Democratic Republic of the Congo	Resolution <a href="#">2666 (2022)</a>	21, 24, 24 (i), (i) (a), (e), (f), 25, 26 (b), (c)
	The situation concerning Iraq	Resolution <a href="#">2631 (2022)</a>	2 (c) (i),(ii)
	The situation Mali	Resolution <a href="#">2640 (2022)</a>	26 (b) (i), (iii), 26 (c) (i)-(ii), 26 (d) (i)-(ii), 26 (e)
	The situation in Somalia	Resolution <a href="#">2657 (2022)</a>	7 (a)
	Reports of the Secretary-General on the Sudan and South Sudan	Resolution <a href="#">2625 (2022)</a>	3 (a) (i)-(iii), (v), (vii), (viii), (x), 3 (b), 3 (c) (v), 3 (d) (i), 3 (d) (iv), 20 (j), 25
<b>Thematic</b>	United Nations peacekeeping operations	<a href="#">S/PRST/2022/5</a>	seventh, fifteenth

<sup>a</sup> For additional information on mandates and decisions relevant to peacekeeping and political missions, see part X.