Part II
Practical Exercises

POC-7 Scenarios
Agenda

• Module 7: Scenarios
  - Introduction
    • Review 5-45 PoC Framework
    • UN Use of Force Models
    • Rules of Engagement
    • Protection of Civilians Scenarios
  - Small Group Discussions
  - Small Group Briefbacks

• Module 8: Tradeoffs, Gaps, and Challenges
THE UNITED STATES ARMY WAR COLLEGE

5-45 PoC Framework

1. Continually Understand the Situation
   - Operational Environment
   - Actors
   - Dynamics
   - Intelligence Activities
   - Cdr's Critical Info Reqmts
   - Multi-Source Information
   - Assessments Benchmarking

2. Pursue the Desired Outcomes
   - Manage Expectations
   - Safe & Secure Environment
   - Good Governance
   - Rule of Law
   - Social Well-Being
   - Sustainable Economy
   - PoC During Transition

3. Design and Conduct Operations That Quickly Reduce PoC Risks
   - Plan for PoC
   - Patrons
   - Mobile Operating Bases
   - Neut/Defeat Adversaries
   - Evacuate Civilians
   - Respond to Civilian Harm
   - Command & Control
   - Fire Support

4. Comprehensively Engage the Full Range of Actors
   - Prepare for PoC
   - Checkpoints & Outposts
   - Cordon & Search
   - Interposition Operations
   - Mitigate Civilian Casualties
   - Protect the Force
   - Logistics
   - Displaced Persons Relief

5. Shape the Protective Environment
   - Coordinate w/ Other Actors
   - Key Leaders & Population
   - Joint Operations
   - Build Partner Capacity
   - Civil-Military Coop Center
   - Humanitarian Assistance
   - Risk Mitigation
   - Public Info Activities
   - Security Sector Reform
   - Disarmament Demobilization Reintegration
   - Transitional Justice
   - Conflict-Related Sexual Violence
   - Protection of Children
   - Community Building

STRENGTH and WISDOM
UN Use of Force Decision and Response Model

1. Prevention
   - Threat of adversary violence is present, but low
     - Patrolling and outposts, community liaison, information networking, PIA

2. Pre-emption
   - Threat of adversary violence is high
     - Unit deployments, increased patrolling, limited denial operations, legitimate arrests

3. Response
   - Adversary violence is imminent or occurring
     - Limited offensive operations, defensive operations, special operations

4. Consolidation
   - Adversary threat has subsided
     - Community development, PIA, DDR, TJ, threat assessment, ceasefire enforcement

Objectives
- Protection of Civilians
- Force Protection
- Humanitarian Access
- Freedom of Movement
1. The principles of minimum force and proportionality apply at all times. However, the level of force that is used may have to be higher than the level of the threat in order to avoid or minimize UN or civilian casualties or, in the case of offensive action, to ensure that the authorized objective is achieved.

2. Except where engaged in offensive action, you must make every reasonable effort, wherever possible, to control a situation through measures short of force. Your response should, if possible, be graduated and include personal contact and negotiation, voice and visual signals, radio or other electronic means of communication, maneuvers, charging of weapons and warning shots. You may use force, unarmed or armed, only if all other means to control the situation have failed, or such means do not hold out any promise of achieving your authorized objective.

3. You may open fire only on the order and under the control of the on-scene commander, unless there is insufficient time or opportunity for you to obtain an order from him/her.
4. Before opening fire, you must give a final warning, at least three times, in the local language as follows:

"NATIONS UNIES, HALTE OU JE TIRE"
"CASQUE BLEU, IDJO WALMA IMBE MOUGOU TCID ILA"
("UNITED NATIONS, HALT OR I WILL FIRE")

You may open fire without warning only when (i) an attack is so unexpected that a moment's delay could lead to the death or serious injury of yourself, your fellow soldiers or other persons under the protection of the UN, or (ii) if giving such a warning does not hold any promise of achieving your immediate authorized objective.

5. If you have to open fire:

(a) Fire must be aimed and controlled. Indiscriminate fire is not permitted.

(b) Take all feasible precautions to avoid, and in any event minimize, collateral damage.

(c) Fire no more shots than are necessary.
6. After firing:

   (a) Render medical assistance.

   (b) Record the details of the incident, whether or not casualties have occurred.

   (c) Report those details through the chain of command without delay.

7. When in doubt, always seek clarification from higher command.
Specific Rules of Engagement (1/2)

You are authorized to use force, up to and including deadly force

• to defend (i) yourself, (ii) your unit, (iii) other UN or associated personnel, (iii) members of the host government against (a) a hostile act or a hostile intent or (b) to resist an attempt to abduct or detain them.

• to protect civilians, including IDPs and refugees, under imminent threat of physical violence.

• to protect humanitarian personnel under imminent threat of physical violence.

• to protect UN facilities, installations, equipment, areas or goods against a hostile act or hostile intent that involves a grave threat to life or of serious bodily injury.

• to protect key non-UN facilities, installations, areas, equipment or goods designated by the SRSG in consultation with the Force Commander, against a hostile act or hostile intent that involves a grave threat to life or of serious bodily injury.

• against any individual or group that, through the use or threat of the use of armed force, limits or intends to limit the freedom of movement of (i) yourself, (ii) your unit, (iii) other UN personnel, (iii) members of the host government and (iv) humanitarian personnel.*

* When and where possible, seek permission from your immediate superior commander.
Specific Rules of Engagement (2/2)

• to protect the cultural and historical sites in the host country, designated by the SRSG in consultation with the Force Commander and UNESCO, against a hostile act or hostile intent.

• to protect and stabilize key populations centres in support of the host government authorities.

• to prevent the return of armed elements to key population centres in support of the host government authorities.

• to apprehend or prevent the escape of those indicted by the ICC for war crimes and crimes against humanity in the host country.

• against any person or group that, through the use or threat of the use of armed force, is preventing or demonstrating intent to prevent you or your unit carrying out lawful orders issued by a superior commander.
Model Operational Protection Plan

1. Prevention (Beforehand)
   • **Information, liaison and cooperation**: Who needs to meet with whom and for what purposes? Who should information be shared with and how often for early warning purposes? What key messages need to be communicated and to whom?

   • **Security and assurance**: What are the potential flash-points? When and where might it be necessary to deploy UN troops and police? What civilian expertise should be deployed? Who might be involved in potential clashes? Who may need to be protected and from what? How reliable are the national forces that are likely to be deployed? How can the situation be monitored?

   • **Assistance**: What specific police, military and civilian assistance can the unit provide and how should this be planned and coordinated?

2. Preemption (Immediately preceding and during high-risk events, or when threats are high)
   • Information, liaison and cooperation:
   • Security and assurance:
   • Assistance:

3. Response (If clashes/human rights violations occur)
   • Information, liaison and cooperation:
   • Security and assurance:
   • Assistance:

4. Consolidation (after violence or risk has subsided)
   • Information, liaison and cooperation:
   • Security and assurance:
   • Assistance:
You are the Commander of a Mobile Operating Base (MOB). You sent out a night patrol that encounters a severely wounded young boy on the ground. The boy can barely talk but reports that six armed militia men simply beat him without apparent reason on the road between Village A and Village B. He is able to describe the perpetrators who appear to be drunk. He also says that the men after beating him start harassing and beat other people including women and children in nearby houses. According to him the militia group is about 15 min walk from their current position.

- What should you do and what is the basis on which you should base any proposed use of force?
- What should you do with the boy?
- What follow-up action should you take?
- Would any of your decisions be different if the alleged perpetrators turn out to be government soldiers?
Scenario 2: Displacement and Return

You are the company commander and you have received a report that a group of recently returned families from a minority ethnic group have been the victims of attacks, arson and other forms of harassment. Local police are understaffed and unable to address the problem. A routine UN patrol arrives at the village to see a group of youths throwing stones at a house. Another house is on fire and its owners are standing in front of it being jeered at by a crowd, some of whom are armed. A man who identifies himself as head of the local militia tells the UN patrol to leave the area.

- What will your response to the situation?
- What should the patrol commander do (assuming that he tries to but does not get any instructions from his company commander because of radio communication problems)?
- What can be done at the tactical level to address the broader problems that this scenario illustrates?
While on a confidence building patrol near an IDP camp the platoon commander along with the Police Advisor team leader interacted with the Community leader who reported that during the previous night, a dozen armed men speaking a foreign language attacked two elderly people and raped five women who were on their way to obtain water. Before leaving, the aggressors threatened the IDP community that they will return if these actions are ever reported to the police.

- What should be done to tackle this issue and avoid recurrence?
The host government has just announced that it will be starting a nationwide disarmament campaign. This will be carried out in two phases: Voluntary Disarmament (to be conducted by police and overseen by local community leaders and state authorities, with UN personnel as observers) and Enforced Disarmament including house to house searches (to be conducted by host state Army units specially designated for the task).

The UN mission has started to receive various reports on human rights violations by host state Army units engaged in this process. The UN mission has been informed by different sources that an organized assault on armed civilians who may resist the disarmament is being planned by the local host state infantry battalion near City A. The potential clashes will certainly produce many victims, especially women and children.

A UN company is based in City A along with a UNPOL team. A team of Military Liaison Officers to the host state battalion also operates from City A.

- What are the available military and police options to cope with the impending assault?
Scenario 5: Ambush on UN Peacekeepers

A host state Army patrol came under attack by approximately ten suspected extremists just outside a village near City A and one soldier was badly wounded. A humanitarian worker was also wounded. A UN patrol was sent to assist and evacuate the wounded individuals. During the evacuation the extremists ambushed the UN patrol a kilometer from the evacuation site. The patrol suffered three fatalities before withdrawing to the village, leaving behind a damaged UN truck. The UN patrol and host state forces have assumed defensive positions while they wait for reinforcements.

- How can the unit address the challenges that this scenario creates?
- How can it improve force protection and operational efficiency?
- What actions should be taken prior, during, and after the engagement?
**POC-8: Tradeoffs, Gaps, and Challenges**

**Stability** ↔ **Justice**

**Host State** ↔ **External Actors**

**Host State Consent** ↔ **PoC Efforts**

**PoC** ↔ **Other Objectives**

**Short-Term Goals** ↔ **Long-Term Goals**

**PoC Mandate Implementation** ↔ **Perception of Impartiality**

**PoC Mandate Implementation** ↔ **Needs on the Ground**

**Security/Secrecy** ↔ **Transparency**

*PoCMRG, pp 173-175*
The United States Army War College

Gaps

Requirements
- Reduction of Vulnerabilities
- Reduction of Threats
- Numbers of Civilians at Risk
- Area Coverage
- Desired Outcomes
- Other Mission Requirements
- Internal Requirements

Capabilities / Capacities
- Numbers
- Types of Units
- Training
- Locations
- Equipment
- Logistics
- Leadership
- Employment Constraints

Gaps
- Increased Risks
  - PoC Risks
  - Other Mission Risks
- Mitigation:
  - Prioritization
  - Flexibility and Adaptability
  - Improving Capabilities / Capacities

PoC-8: Tradeoffs, Gaps, and Challenges
Strength and Wisdom

PoCMRG, pp 175-176
Challenges

- Corruption
  - Diverts resources and empowers negative actors
  - Fine line between:
    - Corrupt activities (bribes, misappropriation, nepotism)
    - Culturally acceptable activities (gifts, resource reallocation, patronage)
  - Corrupt Actors Spectrum

Constraints (authorities, responsibilities, permissible actions)

Unity of Effort (different interests, objectives, willingness to cooperate, lines of authority)

PoCMRG, pp 176-178
1. What are potential PoC tradeoffs and why do they require difficult choices?

2. What are likely PoC gaps and how can they be mitigated?

3. How should the military force deal with challenges such as corruption, constraints on its operations, and achieving unity of effort?
Protection of Civilians

Review and References
Annexes

A—PoC Task List
B—Planning Templates
   1. Commander’s Estimate Format
   2. Mission Analysis Format
   4. Course of Action Briefing Format
   5. Course of Action Format
   6. Course of Action Decision Briefing Format
   7. Gaming Format
   8. Operation Plan/Order Format
   9. Backbrief Format
  10. Situation Update Format
  11. Comprehensive Protection of Civilians Strategy
C—Legal Considerations
D—UN Protection of Civilian Objectives and Activities
E—Acronyms
F—Glossary
G—Bibliography

PoCMRG, pp 181-219
• PKSOI. Protection of Civilians Military Reference Guide.
• Giffen. Addressing the Doctrinal Deficit: Developing Guidance to Prevent and Respond to Widespread or Systematic Attacks Against Civilians.
• International Commission on Intervention and State Sovereignty (ICISS). The Responsibility to Protect.
• UN DPKO/DFS. Draft Concept Note on Robust Peacekeeping.
• UN DPKO/DFS. Lessons Learned Note on the Protection of Civilians in UN Peacekeeping Operations: Dilemmas, Emerging Practices and Lessons.
• UN DPKO/DFS. Draft Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations.
• UN DPKO/DFS. Framework for Drafting Comprehensive Protection of Civilians (POC) Strategies in UN Peacekeeping Operations.
• UN DPKO/DFS. Online PoC Training Modules. (http://www.peacekeepingbestpractices.unlb.org/PBPS/Pages/Public/Home.aspx)
Review: Objectives

• Understand PoC and its significance across a wide spectrum of military operations.

• Synthesize planning and operational PoC considerations including understanding PoC risks, the operational environment, actors, and dynamics.

• Understand how military forces provide PoC and support the efforts of other PoC actors.

• Understand how to use and modify the 5-45 PoC Framework.
1. What resources are available for supporting PoC training?
   
   *PoC Military Reference Guide:*
   
   
   *UN Operational PoC Training Modules:*
   
   http://www.peacekeepingbestpractices.unlb.org/PBPS/Pages/Public/library.aspx?ot=2&cat=88&menukey= 7_24
   
   *UN Tactical PoC Training Modules:*
   
   
2. How can our unit integrate PoC into training, planning, and mission preparation? What challenges do we face?