

**COMMAND STAFF TRAINING**

# **Decision Making Process**

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## Background

To effectively achieve a desired end or goal it is necessary to set forth an orderly and coherent scheme: this is the decision making process that shall lead to the most suitable plans.

UN integrated mission activities are the result of an Integrated Mission Planning Process. In the Integrated missions, besides the police component, there are the military component, the civilian component and the mission support. FPU are part of the Police Component of the mission.

In UN missions there are three planning levels:

- Strategic;
- Operational and,
- Tactical.

While the strategic and operational planning are integrated in character, the tactical planning is developed within each component.

Operations, also at the tactical level, should never be improvised. The conception of manoeuvre and the associated orders to be executed by FPU personnel are the results of a methodical analysis of different factors which lead to a decision which will always be in line with the mission mandate, in accordance with the UN doctrine, subject to the rule of law and coherent with strategic and operational level guidelines and orders.

This module provides the FPU Commander and his/her staff with the knowledge and understanding on the strategic, operational and tactical planning outlines, in order to enable him/her to adopt the proper decisions in planning an FPU operation through a coherent and standardized decision making process.

## Aim

To enable the FPU Commander and his/her staff to elaborate plans and set forth orders to conduct effective police operations at the tactical level through systematic information analysis and tactical considerations prior to engagement.

## Learning outcomes

On completion of this module participants will be able to:

- Develop a sound and comprehensive decision making process to make

informed and proper decisions through:

- Collecting relevant information
  - Conducting situation analysis and making pertaining considerations based on best possible ratio risk/effectiveness and minimal level in the use of force
  - Identifying priorities
  - Identifying a coherent course of action;
  - Translate the selected course of action into a plan in line with the strategic and operational guidance, plans and orders and respectful of the roles and mandated tasks of the other mission components and actors.
- Conduct contingency and emergency planning.

### Training sequence

The material in this module is designed to be delivered over four 40 minutes classroom lessons. The first three consist of PowerPoint presentations to explain the theory followed by a table-top exercise in the forth period.

The first period is devoted to explain the strategic and operational planning that constitutes the background for the tactical planning.

The second period focuses on the rationale and on the different phases of the decision making process.

The third period illustrates the FPU decision making process to enable that unit to accomplish the mandated tasks.

The exercise will drive the participants through the practical planning of an FPU operation based on a specific scenario. Participants will be led to work their way through the whole decision making process facilitated by the instructor(s). The participants should be able to practice this procedure during this exercise where they will be called upon to make tactical decisions based on the events unfolding around them, as well as information they will have received from the 'HoPC', or the "Deputy Chief of Operations'/FPU coordinator", in a briefing at the start of the exercise

If FPU staff needs further familiarization with the topic they can be given a scenario to work through in their own time, filling out the DMP grid to show they have understood.

### Duration

Minimum Session time	Lecture/Presentation	Question/Assessment	Session Activities
3 hours	3 x 40 mins		
Additional Options	Mission Specific/ case study		Optional activity
40 - 60 mins table top exercise			Practical exercise (time will vary)

### Methodology

This module contains a PowerPoint theory presentation to explain and show the decision making process.

The instructor should inform participants of the content, format and timing. Knowing what to expect, participants can improve their ability to focus on the subject and benefit better from the session.

- Theory on the strategic and operational planning (40 minute classroom lesson)
- Theory of the Decision Making Process (40 minute classroom lesson)
- The FPU decision making process (40 minute classroom lesson)
- Practical exercise – table top exercises (40-60 minutes)

Instructors are encouraged to add practical examples, namely related to the mission in which the FPU of the participants will have to be deployed.

It worth mentioning that rank, previous experiences as commanding or staff officers of the training audience will have a deep impact on the smooth conduct of the training and will significantly impact in their capability to understand the most complex concepts. Consequently, the indicative allocated time may be reconsidered and tailored based on the knowledge and expertise of the training audience.

### Instructor Profile

This module is best presented by an instructor who has extensive field experience both as a planning officer in a staff and as tactical and/or operational commander of units in peace support operations. This will allow him/her to share his/her experience with the group.

The instructor should additionally possess adequate training skills and experience.

## Instructor Preparations

### Required Readings

- UN Capstone Doctrine (2008);
- UN DPKO/DFS Policy on Police (2014);
- UN FPU Policy (revised) (2010);
- Integrated Planning for UN Field Presences (2010)
- Authority, Command and Control in United Nations Peacekeeping Operations Policy (2008);
- UN Core Pre Deployment Training Material pertaining
- Secretary-General's Policy on UN Transitions in the Context of Mission Drawdown or Withdrawal

### Advisable Readings

The management Handbook for UN Field Missions, IPI (2012)

### General Preparations

Equipment:

- Computer, Projector and Screen for the Power Point slides for lesson 1, 2 and 3
- Scenario hand-outs for table-top exercise 4

Session notes

Lesson 1 – UN Strategic and Operational Planning (Theory)

CONTENTS

- Aim
- Learning outcomes
- Levels of Authority, Command and Control in PKOs
- Integrated Mission Strategic Planning Process
- Operational Planning
- Conclusions

*Slide 1*

## Aim

To enable the FPU Commander and his/her staff to understand the overall strategic and operational framework of the integrated planning process

*Slide 2*

## Learning outcomes

On completion of the first period of this module participants will be able to understand the framework and the dynamics of the strategic and operational planning

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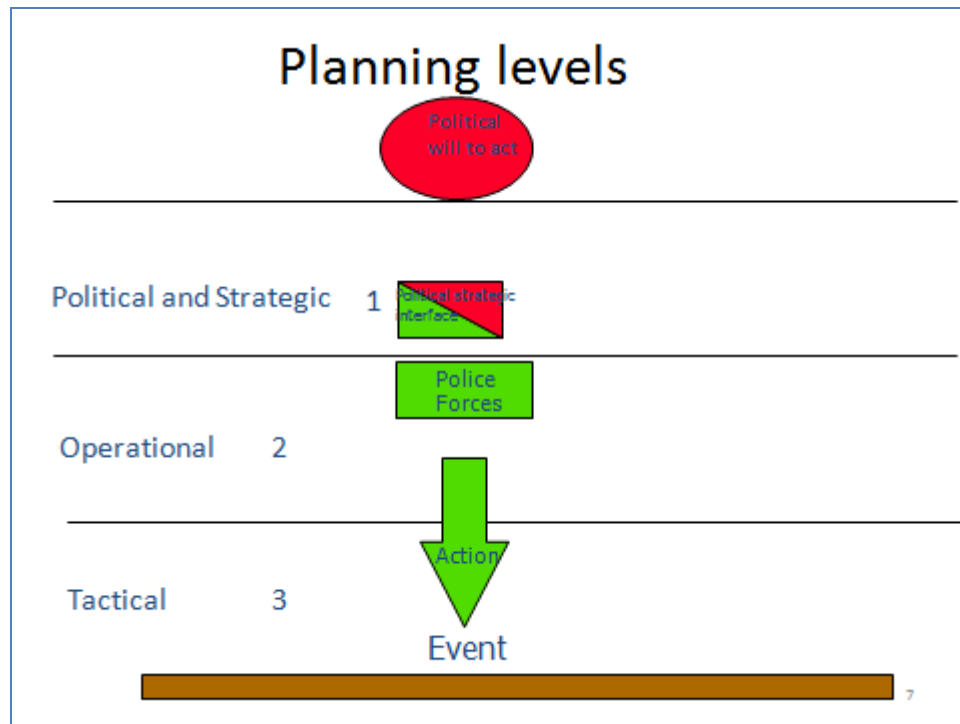
There are three levels of authority and command in a UN mandated mission:

- Strategic;

- Operational and,
- Tactical.

Each level of command has to adopt the most adequate decisions in any given situations in order to accomplish the assigned task of the mission in the most efficient and effective fashion to achieve the desired end-state/objective.

To this end the development of proper plans is quintessential.



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At each level of the echelon, ranging from the Security Council (political one) to the assets on the field (tactical units), correspond a different possible authority or command and, consequently, the adoption of the corresponding decisions, based on relevant decision making processes.

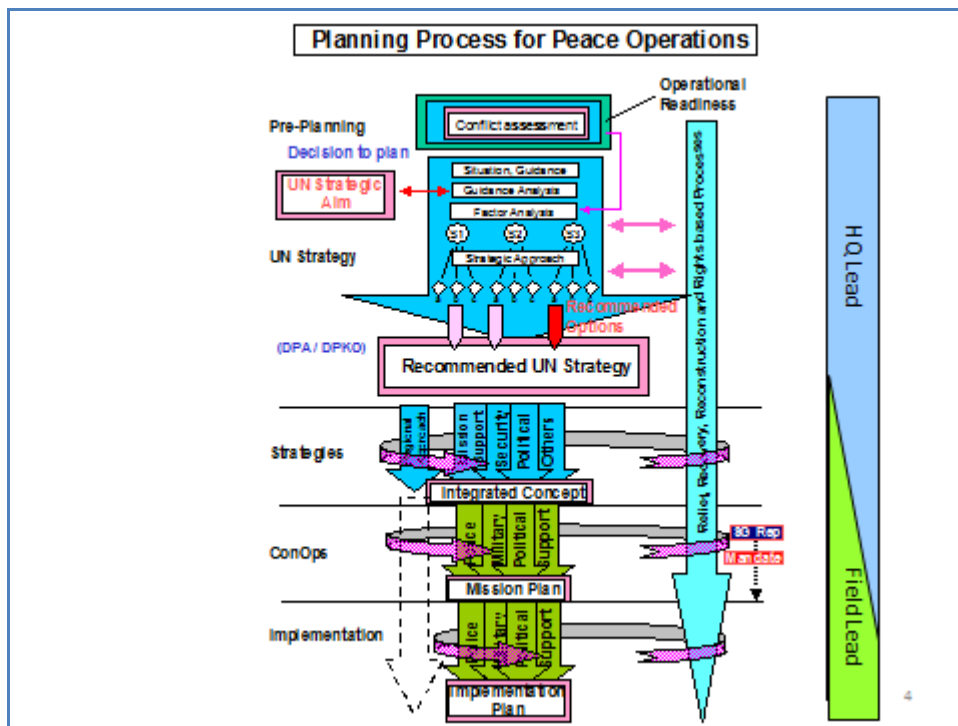
The complexity of authority, command and control within UN multidimensional peacekeeping operations presents significant challenges for mission planners and managers at both UN Headquarters (strategic) and Mission (operational and tactical) levels.



In UN peacekeeping missions these are the different levels of Authority and Command vested with the responsibility to conduct decision making processes and adopt the relevant planning documents with regard to FPU:

- **Full Command (FULLCOM)** FPU personnel will remain under the full command of the PCC. However, FPUs shall not receive or transmit any operational directives or tactical commands from their National Authorities or their National Military command operating in the mission area or elsewhere.
- **UN Operational Authority.** Operational authority is transferred by the member states to the United Nations, vested in the Secretary- General, under the authority of the Security Council, and executed by the HOM through the HOPC.
- **Command** The command of the FPU is vested in the HOPC or his/her delegates, the Chief Operations, the Deputy- Chief Ops (FPU) and Regional Commanders. The order for the operational engagement will only come from the HOPC or his/her delegates in consultation with the HOM.
- **Operational Control (OPCON)** The HOPC can delegate OPCON to the FPU Commander who will have operational control of his/her unit. In case of an operation that involves sections or platoons from more than one FPU or involves more than one FPU, the Deputy-Chief Ops (FPU) (or his/her delegate) assumes responsibility for operational control of all the units involved until the completion of the operation.
- **Tactical Command (TACOM)** The FPU Commander will have tactical command of the unit. In case of an operation, which involves units from more than one FPU, the Deputy Chief Ops FPUs (or his/her delegate) assumes responsibility for tactical command of all units involved until the completion of the operation.
- **Tactical Control (TACON)** The FPU Commander or the respective subordinate unit commanders are responsible for the tactical control of an operation or specific action.

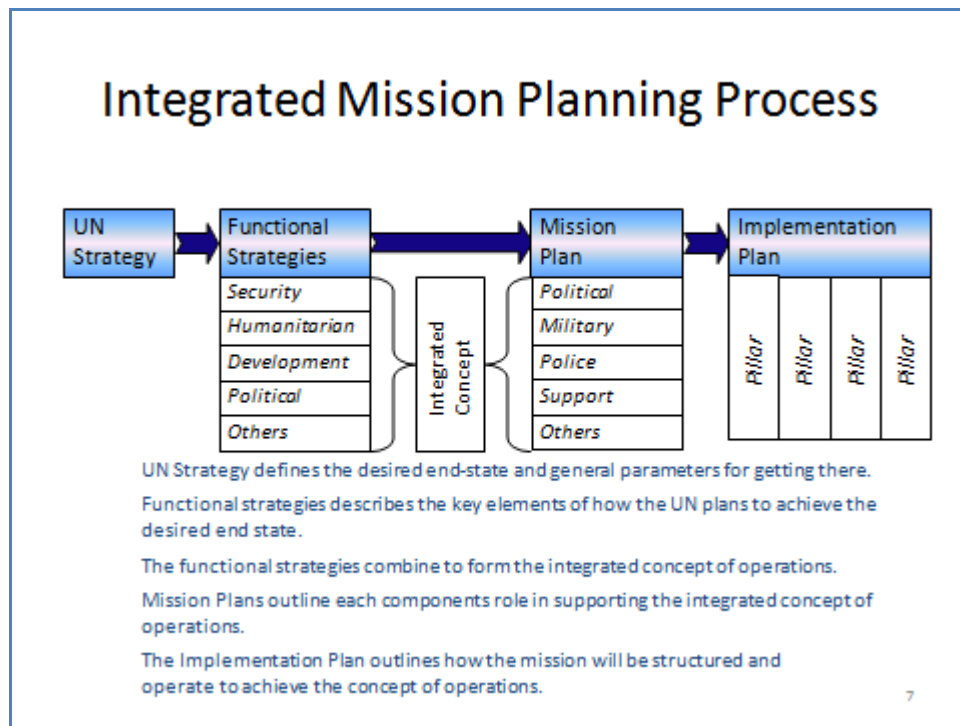
The United Nations has adopted an Integrated Mission Planning Process (IMPP) to facilitate the planning of multi-dimensional United Nations peacekeeping operations. The IMPP is intended to help the United Nations system arrive at a common understanding of its strategic objectives in a particular country by engaging all relevant parts of the United Nations system.



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The UN Security Council and the UN Secretary General represent the political and strategic level in the echelon. They exercise the operational authority and adopt, as a consequence of a detailed planning process, the fundamental documents of the mission. The mission mandate is set forth in the UN Security Council Resolution. The Mission Concept is approved by the Security Council.

In the planning process, United Nations police shall engage with partners in the United Nations system and Member States in an effort to assist in making mandates as clear, credible and achievable as possible. United Nations police shall provide the Security Council with a realistic assessment of existing capacities and resources as well as on - sustainable and culturally appropriate - good practice in an effort to ensure clear, credible and achievable mandates. United Nations police shall work with Member States to secure the necessary human, financial and logistical resources. In an effort to arrive at a common understanding of what this entails in a given mission, United Nations police shall closely cooperate and consult other parts of the United Nations Secretariat, Member States and other partners as required under the Policy on Integrated Assessment and Planning.



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For DPKO-led multi-dimensional peacekeeping missions, in fact, a Mission Concept is elaborated after the Security Council delivers the mission mandate. The main purpose of the Mission Concept is to provide political and operational direction, timelines and lead/supporting roles for priority activities to achieve the mission’s mandate as provided by the Security Council. It should include the mission’s priority tasks and related organizational and deployment structure. For mission start up the Mission Concept will be developed by the lead department in consultation with the IMTF.

Based on the Mission Concept an Integrated Mission Plan is elaborated and approved. In accordance with the Secretary-General's Guidelines on Integrated Mission Planning an Integrated Strategic Framework should be issued under the authority of the HOM. The Mission Plan is an essential tool for the Mission Leadership Team to support the successful management and integration of a mission. Management decisions and priority setting should be informed by the mission leadership with reference to a regularly updated Mission Plan, which contains priority tasks and milestones. The mission plan should be reviewed regularly and complemented by contingency plans. The office of the Chief of Staff is generally responsible for developing and maintaining an overall mission plan in consultation with all components and offices.

Individual mission components (police, military, political, support, etc.) also produce

their own related Concepts of Operation (CONOPS).

While the Mission Concept represents the implementation of the Security Council mandate of a UN peace operation, the “Police Concept of Operation” articulates strategic intent for the utilization of police capabilities to achieve an overall objective. The objective of a component CONOPS is in fact to link the mission mandate to the execution of key objectives such as, strategic intent, organization and deployment (including timelines), security/force protection, terms of engagement/directions on the use of force, administration and logistics, and command and control. The police CONOPS drives the formulation of the related Operational Plan (OPLAN) and of the Operational Orders (OPORDER) in the UN Field Mission

For mission start up, DPKO/OROLSI/Police Division takes the lead role in drafting a police CONOPS for the incoming head of the police component. The police CONOPS should include a situation update, mandated requirements, strategic direction, programs for delivery, and the expected short to medium term expected outcomes for the police component. The CONOPS should also provide broad guidelines on command, coordination, administration and logistics, including the mandated strength of the police component.

Development of a police CONOPS is coordinated with the members of the IMTF, with particular attention to how the police component and the UNCT activities will work together in support of reconstruction, capacity building, and training in the police and justice sectors.

## Police Component CONOPS Template 1/3

### Part A

#### 1 References

#### 2 Introduction

#### 3 The Mandate of the UN Police

#### 4 Situation

#### 5 External Challenges to UN Police Operations (Recruitment, Deployment, Training, Leadership, Management, Operations, Logistics and Support, Media)

#### 6 Local Challenges to UN Police Operations (Politics, Military, Leadership, Organization, Logistics, Civil Society, Effectiveness, Other Factors)

#### 7 Core Assumptions to UN Police Operations

#### 8 Police Adviser’s Strategic Intent (Objective, Method, End State)

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## **Police Component CONOPS Template 2/3**

- 9. Strategies of the UN Police
- 10. Operational Directions of UNPOL
- 11. Monitoring & Evaluation of UNPOL  
Mandate implementation
- 12. Administrative & Reporting Guidelines
- 13. Integration/ Coordination issues
- 14. Logistics & Support
- 15. Organization of the UNPOL Component

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## Police Component CONOPS Template 3/3

**PART C:**

**Annex I: UN Police Deployment Plan**

**Annex II: Command and Reporting  
Structure for the UN Police Component to  
Mission Command & UNPD**

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The **Police Component CONOPS Template** is articulated as follows:

### **1.0 References**

(Usually the list of references including those relevant from the trigger to UN response to the current mandate)

### **2.0 Introduction**

(Includes the objectives of the ConOps)

### **3.0 The Mandate of the UN Police**

(Specific requirements of UNPOL as stipulated in the mandate)

#### **4.0 Situation**

(Brief statement of the ground situation)

#### **5.0 External Challenges to UN Police Operations**

- 5.1 Recruitment
- 5.2 Deployment
- 5.3 Training
- 5.4 Leadership
- 5.5 Management
- 5.6 Operations
- 5.7 Logistics and Support
- 5.8 Media

#### **6.0 Local Challenges to UN Police Operations**

- 6.1 Politics
- 6.2 Military
- 6.3 Leadership
- 6.4 Organization
- 6.5 Logistics
- 6.6 Civil Society
- 6.7 Effectiveness
- 6.8 Other Factors

(4.0, 5.0 & 6.0 are based on Pre Mandate TAM findings, Post Mandate strategic assessments, information from Country Teams and any other time relevant and specific source of information and are but just a summary for start-up purposes; further assessments may be required by the Police head of mission on the ground for Operational purposes)

#### **7.0 Core Assumptions to UN Police Operations**

#### **8.0 Police Adviser's Strategic Intent**

- 8.1 Objective

## 8.2 Method

## 8.3 End State

This is the broad statement of the Police Adviser to the incumbent head of the Police Component and provides guidance on the various phases of the mission: start up, build up, maintenance/ operations, draw – down and withdrawal

## 9.0 Strategies of the UN Police

### 9.1 Interim Law Enforcement

### 9.2 Security Support to national police and other law enforcement agencies and related functions

### 9.3 Institutional development & capacity building

### 9.4 Monitoring, observing and reporting,

### 9.5 Security provision to UN personnel and properties

(The roles will have to be mapped against the Mandate and appropriate strategies drafted: all roles may not be relevant)

## 10.0 Operational Directions of UNPOL

(These would basically be the Key programmes/ operational statements of strategies outlined in 9.0 above)

## 11.0 Monitoring & Evaluation of UNPOL Mandate implementation

(Provides for the reporting of measures of operational performance / management / effectiveness of MIPs – Coordinating Statement)

## 12.0 Administrative & Reporting Guidelines

(Administrative Instructions)

## 13.0 Integration/ Coordination issues

(States the coordination mechanisms)

## 14.0 Logistics & Support

(Statement of logistical support)

## 15.0 Organization of the UNPOL Component

### 15.1 Size and Strength

### 15.2 Deployment Plan including Police Generation, Administration &

### Rotational Plan



15.3 Command and Reporting Structure

15.4 Downsizing Plan

**PART C:**

**Annex I: UN Police Deployment Plan**

**Annex II: Command and Reporting Structure for the UN Police Component to Mission Command & UNPD**

Thereafter, the head of the police component in the field mission takes a lead role in contributing to strategic planning at the field level.

Following the approval of the Police CONOPS and based on its contents, the mission's police component could develop an Operational Plan (OPLAN) that will be coordinated at the mission level with other components of the field mission and that follows the same articulation of the CONOPS, entering into further detail and expanding also on financial considerations.

After deployment and based on the events that may occur and on the development of the situation an Integrated Mission Implementation Plan may be adopted.

**Police Planning at the operational and tactical level**

*The military or police CONOPS drives the formulation of "Operational Plan(s)" (OPLAN) and "Operational Orders" (OPORDER) in the UN Field Mission.*

*The OPORDER is the baseline document to task the FPU operations*

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At the operational level the senior mission leadership elaborates the OPLAN and MIP that they submit for approval to the strategic level, while the respective Head of Component elaborates the relevant component Operational Plan (OPLAN) and issues and disseminates Operational Orders (OPORDER) or Fragmentary Orders (FRAGOs) to the subordinated elements.

At the tactical level the FPU commanders with their staff develop the subsequent tactical orders (generally referred to as task orders).

## Conclusions

**The Planning process as a continuum from the strategic to the tactical level**

**At different authority or command levels correspond different planning documents**

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## Lesson 2 – Rationale and Phases of the Decision Making Process (Theory)

Contents:

<p style="text-align: center;"><b>CONTENTS</b></p> <ul style="list-style-type: none"><li>• Aim</li><li>• Learning outcomes</li><li>• Purposes of planning</li><li>• Decision Planning Process</li><li>• Contingency Planning</li><li>• Conclusions</li></ul>
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<p style="text-align: center;"><b>Aim</b></p> <p>Familiarize with decision making process concepts and phases</p>
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## Learning outcomes

On completion of this period of the module participants will:

- Understand how to define the problem
- Have a better understanding on relevance and concepts of planning methodology
- Be able to generate alternatives
- Understand how to decide on the best process to make a decision

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Planning ensures political and strategic control and enables leadership to translate the political will into technical terms

The Strategic Planning is a process that answers the following three questions: where you are; where you want to be; and how to get there. The strategic planning process typically results in a plan. In UN peacekeeping, examples of strategic plans include an Integrated Strategic Framework, a Mission Concept, a Military or Police CONOPS.

## Definition

Effective decision making is a defined process that helps identify and select the best action among several alternative options, based on a goal and an evaluation of possible consequences.

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Effective decision making is a defined process that helps identify and select the best action among several alternative options, based on a goal and an evaluation of possible consequences.

## Decision and Planning Process

The *Decision and Planning Process* is the instrument that a Commander and his/her Staff use in developing planning activity

This is an analytical and deductive, logical process which:

- is based on commander's centrality (Commander Led)
- is used for solution of problems pertaining to actions at all levels of responsibility (strategic, operational and tactical) and for all kind of police operations

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Some decisions can involve several complex and interrelated factors, such as:

- uncertainty or lack of information;
- high risks;
- multiple stakeholders; or
- unexpected consequences

and consequently require an orderly, comprehensive and rational process to identify the best decision to make.

The *Decision and Planning Process* is the instrument that a Commander and his/her Staff use in developing planning activity.

This is an analytical and deductive, logical process which:

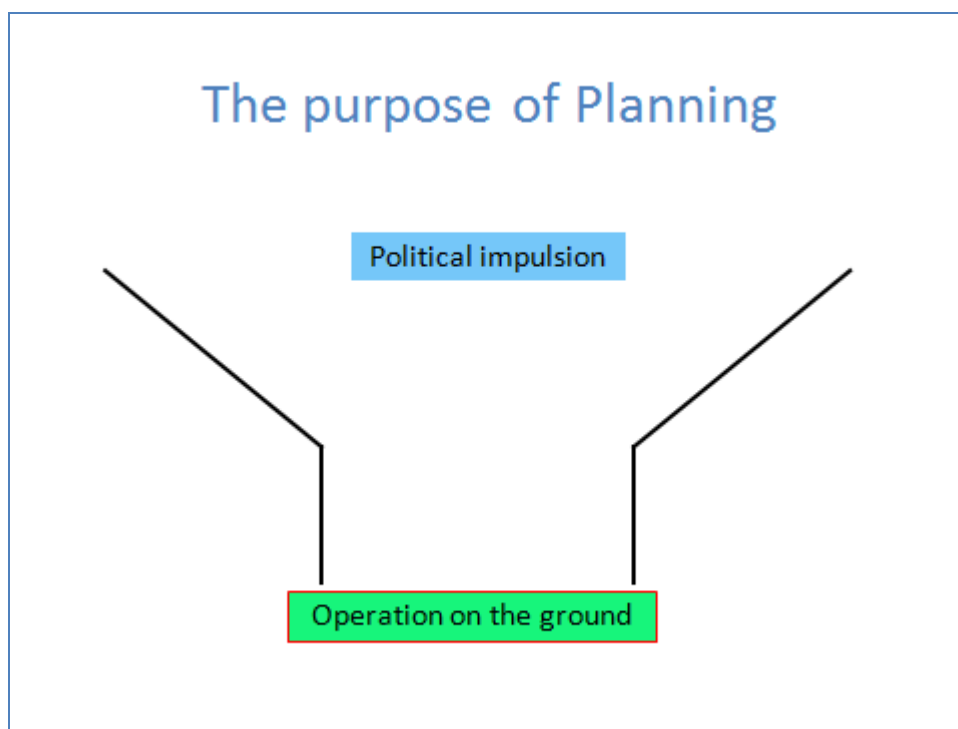
- is based on commander's centrality (Commander Led)
- is used for solution of problems pertaining to actions at all levels of responsibility (strategic, operational and tactical) and for all kind of police operations.

A systematic decision-making process assists in proceeding through the critical steps that should lead to a sound decision. With an organized approach in fact it is less likely to miss important factors on one hand and more likely to adopt a good decision.

## Rationale of DMP

Rational decision making involve a cognitive process where each step follows in a logical order from the one before. Cognitive means that the process is based on thinking through and weighing up the alternatives to come up with the best potential result

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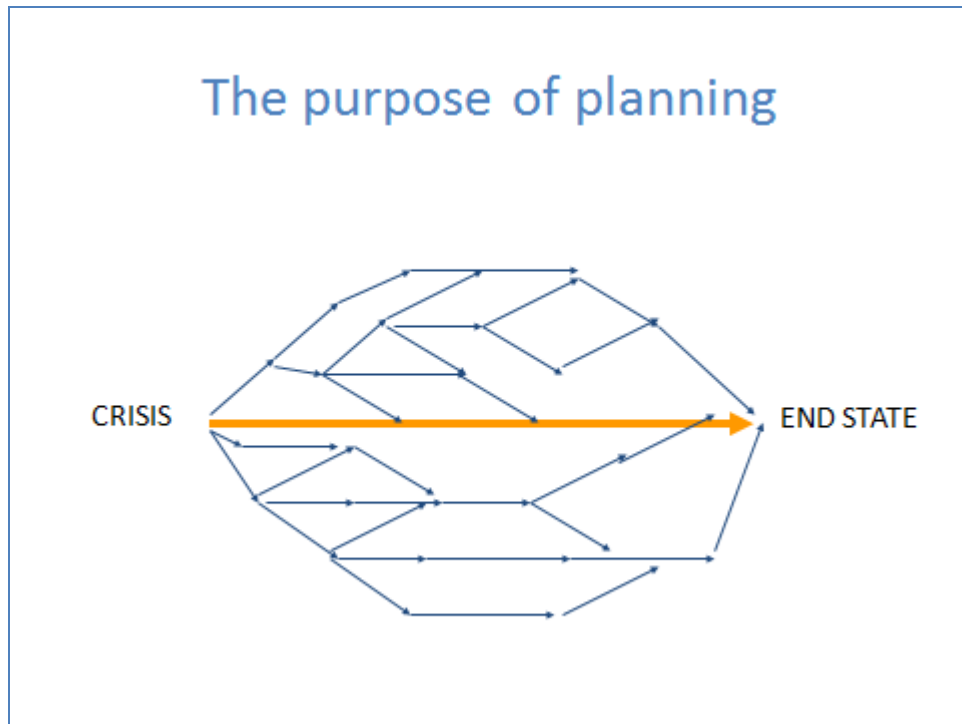


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The purpose of the planning is to translate into the most effective fashion the political will into concrete coherent operation on the ground.

Operations are never improvised. The conception of manoeuvre and the associated orders are the results of a methodical analysis of different factors which lead to a decision. Any decision will always be in accordance with doctrine and subject to the rule of law.





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A planning architecture provides the basic structure necessary to facilitate the timely, efficient, standardized and coherent development of plans.

## Logical steps to be followed in a DMP

- Defining the situation/decision to be made
- Collection and Analysis of pertinent information
- Consider all possible solutions
- Calculate the consequences of these solutions (pros and cons)
- Choose the best option

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Logical steps to be followed in a DMP are:

- Defining the situation/decision to be made
- Collection and Analysis of pertinent information
- Consider all possible solutions
- Calculate the consequences of these solutions (pros and cons)
- Choose the best option

The first step entails the identification and definition of the problem, taking into account the overall intent to be achieved through the DMP and the reason at the base of the decision.

For the collection and analysis of the problem there are different means and sources to be considered. This phase of the process can be assisted by standardizing the activity through check lists or templates, not to miss any critical sources and,

subsequently, to analyze and compare the various pieces of information.

When generating all feasible alternatives it is critical to consider the pros and cons for each course of action and their overall impact on the achievement of the mission end-state.

Taking into utmost account factors such as costs, risks, resources available, time, impact on the stakeholders the decision must be made.

Once adopted, the decision has to be implemented by:

- Defining clear tasks and responsibilities;
- Fix a deadline to carry out the assigned tasks;
- Communicating the decision the relevant persons/elements.

There are normally many alternative solutions/options to solve any given problem. In the DMP it is important to consider the various possible alternatives. To this end it is necessary to collect all necessary information. This can be done making resort to internal and external (when accessible) data base, queries, open sources, official documents; analysis of past lessons learnt/best practices identified; brainstorming with qualified experts and with persons who had previous specific experience in the give domain, etc.

In the staff meeting every participant should be encouraged to contribute, regardless of the rank or position vested in the organization. Actually, the different perspectives constitute an added value to this exercise and better lightening the multifaceted aspects of a complex situation. The various alternatives should be evaluated at the end of the brainstorming.

The DMP does not represent a rigid scheme, but just a viable guide/mechanism to better address complex situations.

## The Planning and Decision Making Process

Provides the most rational and suitable solutions to achieve an objective, by this contributing to the success of the mission

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Rational decision-making involves a cognitive process where each step follows in a logical order from the one before. Cognitive means that the process is based on thinking through and weighing up the alternatives to come up with the best potential result.

Planning is an adaptive process that ebbs and flows with the situation. As understanding of the situation evolves, planners develop branches and sequels to account for such evolution. Planning is a continuous activity, constantly adapting as the conditions of the operational environment are shaped by activities, both natural and human. Planning is an on-going process: the resultant plan is an interim product of deliberate thought, based on knowledge and understanding at a specific point in time and space.

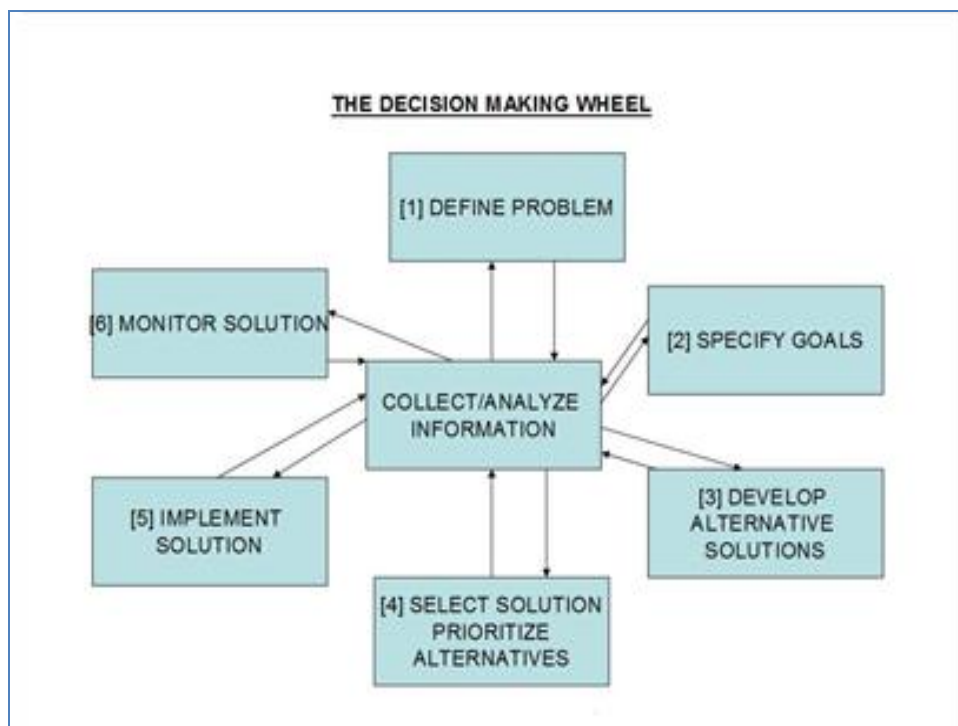
The DMP is a cyclical procedure, to be repeated according to the changes in the operational environment.

There are different categories of decision making namely immediate, short term and long-term decisions. Decisions can also be proactive or reactive.

Basically there are six steps in decision making namely:

- Problem definition
- Specifying goals
- Developing solutions
- Selecting a solution
- Implementing the solution
- Monitoring the solution

These steps can best be diagrammatically illustrated as follows:



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The stages are briefly explained below. It is important to note that throughout the process/cycle there is a continuous process of collection and analysis of information. Sources of information can be one's own and others experience, research, etc.

**Problem definition**

- Collect information.
- Analyze information.
- Define the problem.

## Specifying goals

- Set goals/objectives. This must satisfy the so called SMART criteria:
  - Specific,
  - Measurable,
  - Attainable,
  - Realistic,
  - Time-frame

## Developing solutions

- Yield as many alternative solutions as possible
- Alternatives to be in line with organizational policy and doctrine
- Analyze solutions
- Discard non viable solutions

## Selecting a solution

- Select best solution/s
- Remember the cost-benefit (pros – cons) analysis in choosing the solution.
- Identify benefits to be achieved
- Identify alternatives that will achieve the goal
- Select the preferred alternative basing on costs and benefits

## Implementing the solution

- Once the solution is selected must be implemented immediately
- Implementation involves the following:
  - Coming up with a plan
  - Objectives to be achieved.
  - Strategies/tactics/activities. How the objectives are to be achieved
  - Delegation of responsibilities
  - Timeline of the plan
  - Support and financial implications

## Monitoring the solution

- Check whether there is any progress towards achieving the desired goals, based on clear benchmarks
- Get feedback
- Meetings can be used by commanders as a monitoring mechanism
- Reports/returns can also be used as a feedback mechanism

Once the decision is adopted, in the implementation phase the relevant authority and his/her staff will evaluate the events. During the implementation significant events may occur leading the relevant authority/commander to restart the process. The Decision Making Wheel assists the process also based on feedback from the on-going implementation of the plan. This will result in an event which will start the wheel moving round again.

The aptitude to planning has to be adaptive: the plan fosters flexibility, initiative, and adaptability in the face of unforeseen events. Planning should be timely: “*A good plan now is better than a great plan later*” (Gen. Patton), in fact the search for perfection is frequently a factor in actually delaying making a decision. When crises do occur, speed of action might be a determinant of success.

Planning consists of two aspects: a conceptual component, represented by the less tangible aspects of visualization, and a detailed component, which introduces specificity to the plan through a deliberate process. During planning these activities overlap. As commanders conceptualize the operation, their vision informs the staff to add detail to the plan. As the plan increases in detail, it helps to refine the commander’s visualization.

### Why a planning process?

- To define goals through the assessment of the operational environment
- To translate political and strategic objectives into strategic, operational and tactical police objectives and tasks
- To harmonize policy goals with available resources

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In order to facilitate the rational decision making process there are many forms and templates available to effectively assist the planners to elaborate and submit to the relevant authority in charge of making the decision the proposed action. For instance

exist templates such as decision matrix, Pugh matrix, decision grid, selection matrix, and criterion rating form along with many others, fishbone diagram etc.

There are no official templates for the FPU DMP, nevertheless in the next class some ideas and examples will be provided.

## Police planning levels

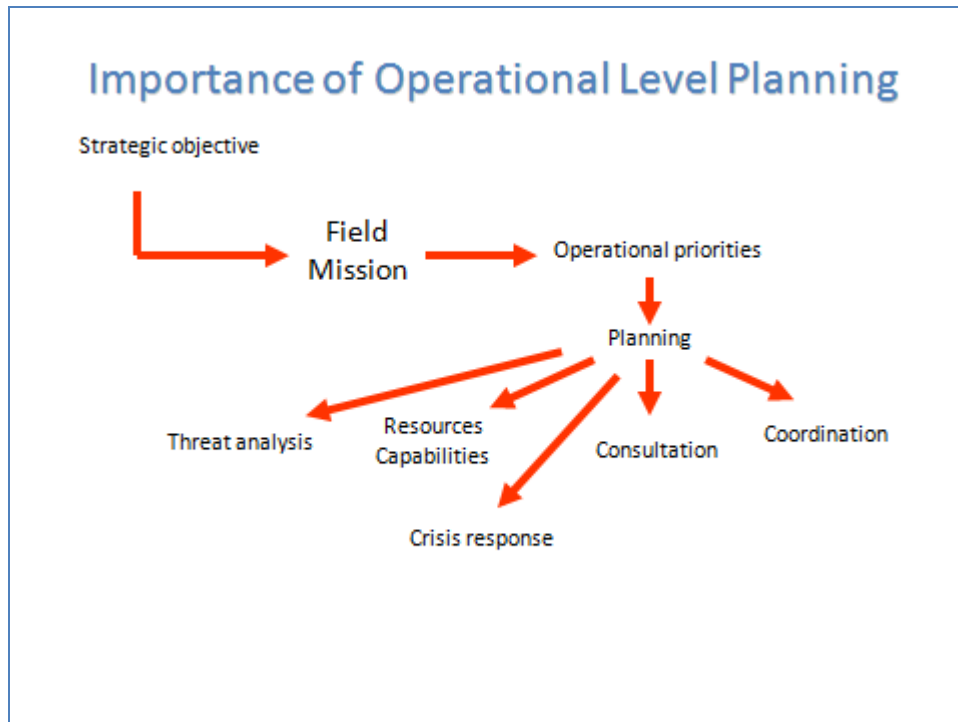
Police planning is conducted at the three following levels:

- Strategic Level in order to produce the Concept of Operations ( CONOPS )
- Operational Level in order to produce the Operation Plan (OPLAN)
- Tactical level in order to produce, if necessary, all subordinate plans (OPORDER)

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For the police component in UN peacekeeping there are 3 levels of planning: Strategic, Operational and Tactical.





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At the operational level (i.e. at the level of the mission HQs), it is critical that the Head of the Component conducts comprehensive and methodical DMP. He/She has to set forth the operational priorities. While conducting the planning process he/she has to proceed going through consultation, coordination, analysis of the threat and of the available recourses.

Each police planning level can be considered as subdivided into three wide different phases.

## Planning and Decision making phases

- Conceptual
- Organizational
- Executive

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## Planning and Decision making phases

### Conceptual

- assessment of elements (mission/task received and analysis of the situation)
- formulation of hypotheses based on experience, knowledge of the methodologies of counterparts, doctrinal knowledge
- definition of the action that the Commander/Commissioner intends to undertake to solve the problem

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The development of this phase includes:

- assessment of elements (mission/task received and analysis of the situation);
- formulation of hypotheses based on experience, knowledge of the methodologies of counterparts, doctrinal knowledge, etc.;
- definition of the action that the Commander intends to undertake to solve accomplish the problem.

## Planning and Decision making phases

### **Organizational**

Based on the course of action decided by the Commander assisted by his/her Staff the related OPORDERS are issued to the subordinate units

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This phase is based on analysis of the concept of action decided by the Commander / relevant authority and his/her Staff and has the goal to issue the related OPORDERS to subordinate units.

## Planning and Decision making phases

### **Executive**

The executive phase is carried out through the implementation of the orders given in compliance with the decision of the Commander

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### *Slide 29*

The execution phase is carried out through the implementation of the orders given in compliance with the decision of the Commander/relevant authority.

Once the decision has been adopted it has to be coherently implemented.

Besides conducting the planning for the achievement of the assigned objective, each command/authority level and their staff has to consider unpredictable events that could adversely affect or have a significant impact on the conduct of the operation. For this reason the DMP embed also a contingency and emergency planning.

## Contingency Planning

- Best alternative plan
- Realistic
- Clear and achievable
- Encounter political, Operational and Logistics implications

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## Emergency Planning

- Conflict and crisis
- High risk operation
- Failure in manadate implementation
- Unexpected natural disasters

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In the mission it could for instance occur that peace spoilers at a certain point in time deliberately oppose the presence of UN assets in the host nation by this impeding the achievement of the desired end-state in the terms anticipated in the previous planning. Although the host government has primary responsibility for the protection of UN staff and property, in fact, missions must have in place the necessary crisis management arrangements to manage their own safety and security and have capacity to respond in a well-integrated manner during crises. Crisis management arrangements must reinforce and strengthen existing command and control systems and should in no way undermine them.

Seemingly, it could occur that a natural disaster hampers the conduct of the

operation as planned and conceived in advance.

Heads of Components are responsible to ensure that integrated contingency plans that are both responsive and practical, are developed early in the life of the mission, and are subsequently regularly reviewed and rehearsed. The HOM is responsible for ensuring that heads of components, including the Head of Police Component, develop integrated contingency plans at both mission headquarters and at regional/tactical levels, including a program of regular review and practice/rehearsal.

Heads of Components should ensure that contingency plans allow for delegation of decision-making at lower levels within their respective components during crisis situations, given the unreliability of communications and difficulty of issuing detailed instructions. All components' contingency plans must be developed in close cooperation and consultation with other mission components and other UN agencies, funds and programs and the national authorities particularly at tactical levels. Integrated local contingency planning will enable all UN staff to respond quickly to effectively implement the local contingency plan and take appropriate action to protect staff members and other eligible persons.

All missions shall have a pre-assigned Crisis Management Team (CMT), which acts as the senior executive group responsible for overall decision-making and coordination to mitigate or resolve the crisis. The Chair and membership of the CMT shall be pre-assigned by the HOM and should be activated immediately in the event of a crisis. The CMT is activated by decision of the Head of Mission (or Officer-in-Charge). Periodic exercises should be conducted with senior mission staff in order to effectively address time sensitive incidents.

Also at the tactical level unexpected events may occur and in this case an expeditious DMP can be run, also at the lower level of the echelon, to take immediate action.



## Transition planning

- A transition planning is foreseen in the UN doctrine on police in peacekeeping, in line with the Secretary-General's Policy on UN Transitions in the Context of Mission Drawdown or Withdrawal
- Clear objectives and associated performance measures, such as benchmarks, once a mandate has been issued should be set forth

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In addition to Contingency planning and Emergency planning it worth mentioning that also a transition planning is foreseen in the UN doctrine on police in peacekeeping. In line with the Secretary-General's Policy on UN Transitions in the Context of Mission Drawdown or Withdrawal, United Nations police shall identify clear objectives and associated performance measures, such as benchmarks, once a mandate has been issued. These shall be regularly reviewed to measure progress and, if required, adjusted. Mission drawdown and withdrawal often means a significant adjustment, start-up or surge of activities for internal and external partners alike. United Nations Development Program, United Nations Office on Drugs and Crime, the International Criminal Police Organization (INTERPOL) and regional partners shall be part of the assessment and planning processes from the very start of the United Nations police deployment in order to ensure unity of effort and smooth handover of UNPOL responsibilities in the context of the mission drawdown and withdrawal.

**Questions?**

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### Lesson 3 – FPU Decision Making Process (Theory)

Contents:

<p style="text-align: center;"><b>CONTENTS</b></p> <p>Aim</p> <p>Learning outcomes</p> <p>FPU planning scope</p> <p>FPU planning and the coordination with the military component</p> <p>FPU Decision making process at the tactical level</p> <ul style="list-style-type: none"><li>- Phases</li><li>- Grid</li></ul> <p>Summary</p>
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<p style="text-align: center;"><b>Aim</b></p> <p>To enable the FPU Commander and his/her staff to elaborate plans and set forth orders to conduct effective police operations at the tactical level through systematic information analysis and tactical considerations prior to engagement</p>
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## Learning outcomes

On completion of this class FPU commander and his/her staff will be able to develop the Decision Making Process at the tactical level, issuing his/her own OPORDER/Tasking order

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The planning of FPU's operations is characterized by some critical aspects such as:

- The scope of the activities to be conducted;
- The coordination of some police operation with the military component, and,
- The presence of an OPORDER normally disseminated by the Mission HQ for the accomplishment of the police operation assigned to the FPU.

## Scope of planning in FPU operations

- Public order management;
- Protection of United Nations personnel and facilities;
- operational support to host State police.
- protection of civilians

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The United Nations police build or, in peacekeeping operations with an executive mandate, substitute for host State police capacity to prevent and detect crime, protect life and property, and maintain public order and safety. The United Nations police consists of police components deployed as part of a peace operation as well as Headquarters staff in the United Nations Police Division. United Nations police components consist of individual police officers (IPOs), both contracted and seconded, specialized police teams (SPTs), and formed police units (FPUs), who all serve as "experts on mission". United Nations police components are led by a Head of Police Component (HOPC): ordinarily a Police Commissioner in peacekeeping operations and a Senior Police Adviser in Special Political Missions. While in general terms Policing refers to a function of governance responsible for the prevention, detection and investigation of crime; protection of persons and property; and the maintenance of public order and safety, the FPUs are mandated to conduct a narrower set of police operations. In fact the UN FPUs are mandated to conduct:

- Public order management;
- Protection of United Nations personnel and facilities;
- Support in favor of police operations that require a formed response and may involve a higher risk (above the general capability of individual United Nations police).

In the framework of these three key tasks the FPUs may be requested to conduct also the protection of civilians.

The primary role of Formed Police Units (FPUs) is in fact public order management (in most cases to be conducted in support of host State police).

## Public order management planning

Execution of public order management tasks

require sound planning based on:

- threat assessments;
- dialogue with stakeholders and,
- the establishment of a clear chain of command

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Execution of public order management tasks require sound planning based on threat assessments, dialogue with stakeholders (such as host State authorities and, wherever possible, representatives of involved or affected citizens groups) and the establishment of a clear chain of command leading to a senior United Nations police officer.

As regards the Protection of United Nations personnel and facilities, FPUs shall provide protection for armed and unarmed United Nations police and other civilian mission personnel, as well as facilities and equipment. This can include protection of convoys, relocation or evacuation of staff, and intervention where necessary for the protection of staff and in accordance with FPU capabilities. They may be involved in providing protection to military personnel (military observer team sites) or military units, particularly enabling units, which may have response capabilities below those of FPUs.

With reference to the Protection of civilians in missions with an executive mandate, FPUs can be directly responsible for physical protection of civilians against imminent threats, or, more often, can be involved in the operational support to protection of

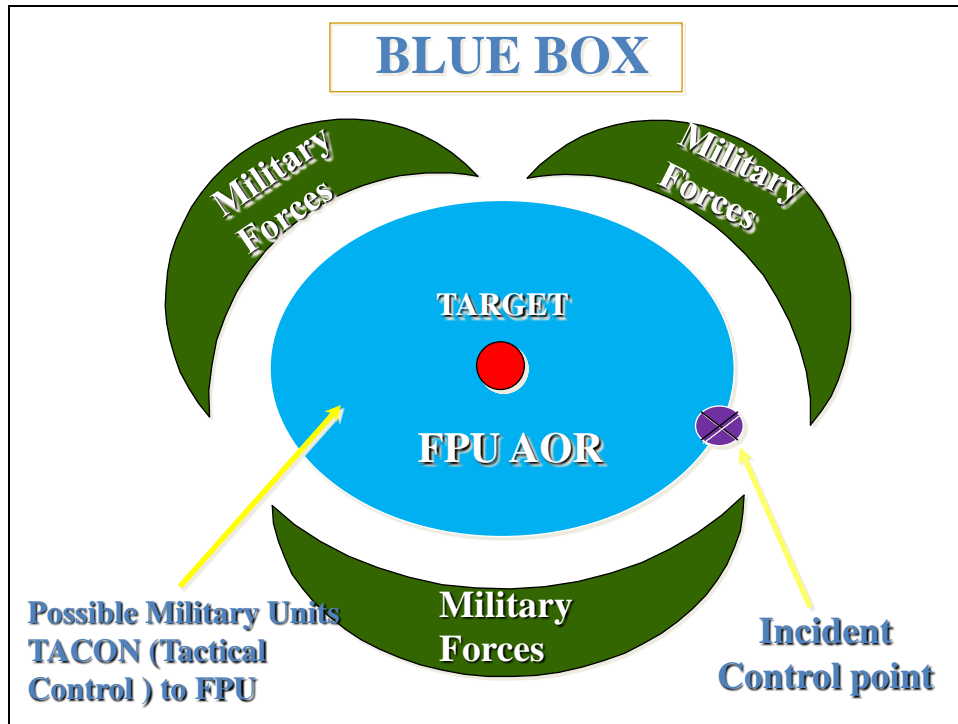
civilians under imminent threats of physical violence provided by host State police.

In providing technical and operational support to host State police FPU's may have both direct and indirect support to host State police in the performance of law enforcement duties.

The second key aspect in the planning of the FPU's operations concerns their relation with the military component. In fact they can conduct mutual support operations with military, while, on the contrary, it should be avoided to plan and conduct joint operations.

Military component is an important partner for the police in peacekeeping operations when it comes to establishing and maintaining a safe and secure environment, including the protection of civilians. There are important limits to this cooperation, particularly because police need to maintain a civilian profile distinct from the military. The ability to maintain separate profiles while establishing interoperability and strong functional relationships between police officers and military peacekeepers is a difficult balance but is critical to the success of policing in peacekeeping operations. Although FPU's may contribute to public order management or the physical protection of civilians from imminent physical threats, there are clear limits to the robustness of UN police peacekeeping. Where threats exceed these limits or become threats of a military nature, United Nations police shall hand over responsibility to United Nations military peacekeeping forces, using a predefined disengagement concept. Mission-specific guidance shall be developed that outlines modalities of cooperation and clear circumstances that indicate when transitions of responsibility take place. These shall be developed in the planning phases for each mission and approved jointly by the Head of the Military Component (HOMC) and Head of Police Component (HOPC). Joint training and exercises shall take place on a regular basis.

In mutually supportive operations with the military component, a police tactical area of operation and surrounding military security support zone will be established to define the respective tactical area of responsibility (blue box-green box).



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Police operations are conducted under the tactical control of the designated police commander on the spot in the inner tactical area of operation. The police will not transfer primary responsibility for resolving 'rule of law' incidents to the military component unless the local threat reaches a level that is determined by the HOPC's delegate in location (at the site of the incident) to be beyond police capacity. In the surrounding security zone, the military component can be deployed to support the police operation. Both areas shall be defined in terms of time and space, as outlined in the operational planning documents, and the transfer of authority will be planned in advance. In such scenarios, a joint command post should be established where representatives of the police and military follow and tactically coordinate the operation.

With specific regard to the planning of public order management it must be recalled that the police and military components report through their own command frameworks. As a general rule, the personnel, units and sub units from one uniformed component are not placed under direct technical supervision or tactical control of another component. During crises or critical incidents, however, a uniformed unit or sub-unit of one uniformed component may be placed temporarily



under command of the other uniformed component. The tactical control over any sub-units will be exercised through the chain of command of the units placed under the command of the other uniformed component at the site of an incident.

Potential scenarios for such incidents should be identified in advance in contingency plans. Command and control arrangements for particular contingencies should be developed in advance and approved jointly by the HOPC and HOMC. Here below will be reported the general guidance for the development of such arrangements in missions, with particular reference to situations of escalating public disorder.

Another assumption to be made is that in the event that a routine policing operation escalates beyond the police capacity to effectively respond, the military component may be requested to provide security assistance to prevent the loss of life or property. In these circumstances, specific tasks must be identified for the military component to undertake, in liaison with the designated Police tactical commander. The police will not transfer primary responsibility for resolving 'rule of law' incidents to the military component unless the local threat reaches a level that is determined by the senior most United Nations Police Officer or Formed Police Unit Commander in location (at the site of incident) to be beyond police capacity.

In case of joint operations to address situations of public disorder with personnel FPUs and Military Components, the following arrangements will be in place:

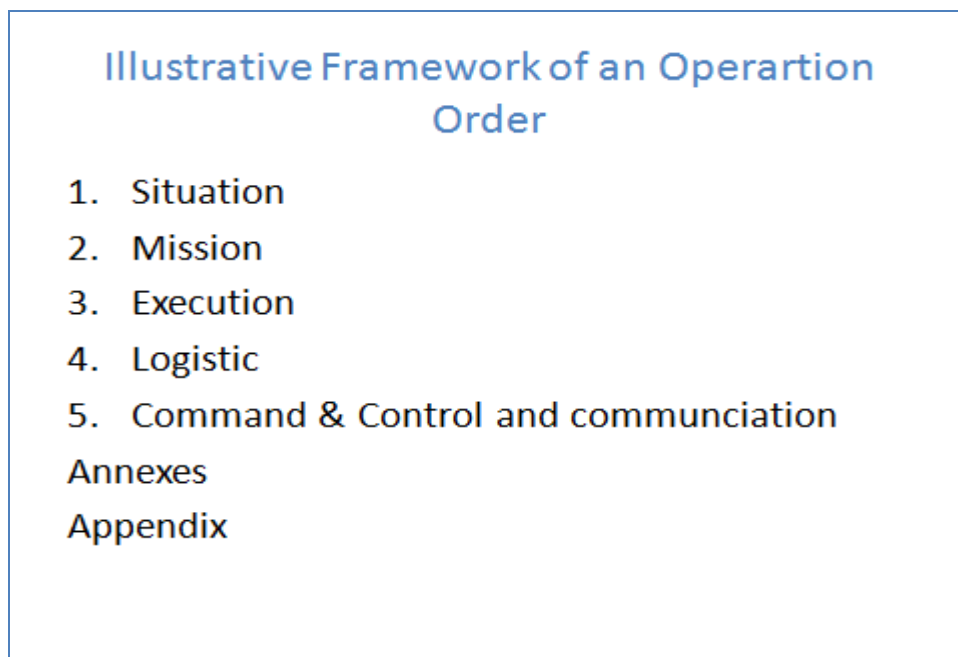
- **Situations of Public Disorder of a Non-military Nature.** This generally refers to the situations of public disorder where there is no sustained use of firearms or military weaponry. In such circumstances, the FPUs should have primacy in addressing such situations in support of or in cooperation with national law enforcement agencies, as applicable. The Head of Police Component or the FPU Commander may request personnel of the military component and/ or other security personnel of the mission to perform specific missions or tasks. In these situations, the senior most UN Police Officer or FPU Commander in location (at the site of incident) will exercise overall command. The assignment of military personnel must be coordinated with the Force Commander/Sector/ Battalion Commander, as applicable.
- **Situations of Public disorder of Military Nature.** This generally refers to the situations of public disorder where there is sustained use of firearms or military weaponry. In such circumstances units of the military component would have primacy in addressing such situations in support of or 'in cooperation with relevant national agencies as applicable. The Head of the Military Component or Sector/ Unit Commander may request FPUs to perform specific missions or tasks. In these situations, the senior most Military Commander in location (at the site of incident) will exercise overall

command. The assignment of FPU must be coordinated with the Head of the Police Component or the nearest Regional or District commander or equivalent.

Another typical aspect of the planning for FPU operations consists in the fact that the FPU commander usually receives any given police tasks in the form of an OPORDER issued by the Police Commissioner or by his/her delegated person (i.e. the Deputy PC or the Deputy Chief of Operations/FPU coordinator).

In the OPORDER received by the FPU commander the most relevant aspects of the operation are already set forth and they are the result of a planning process. Namely the task, the location and the time in which the operation will have to be carried out by the FPU are already determined. Also the outlines of the cooperation with the military component as well as communications and command and control issues are determined in the OPORDER received.

The template of the received OPORDER is the following.



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## Illustrative Framework of an Operation Order

### 1. Situation

- General Information
- Political context
- The Local Police
- Other organizations involved in the area
- Risk assessment
- Threat assesement

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## Illustrative Framework of the OPORDER

### 2. Mission

Provide clear, concise definition of the purpose and the nature of the operation

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## Illustrative Framework of the OPORDER

### 3. EXECUTION

- Force composition
- tasks
- Commander's intent
- Concept of operations- how the operation will be conducted
- Area of operation
- Co-ordinating instructions

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## Illustrative Framework of an Operation Order

### 4. SERVICE SUPPORT/LOGISTIC ORGANIZATION

- Logistics
  - How logistics support will be carried out
- Movements
- MEDEVAC
- Co-ordination and liason

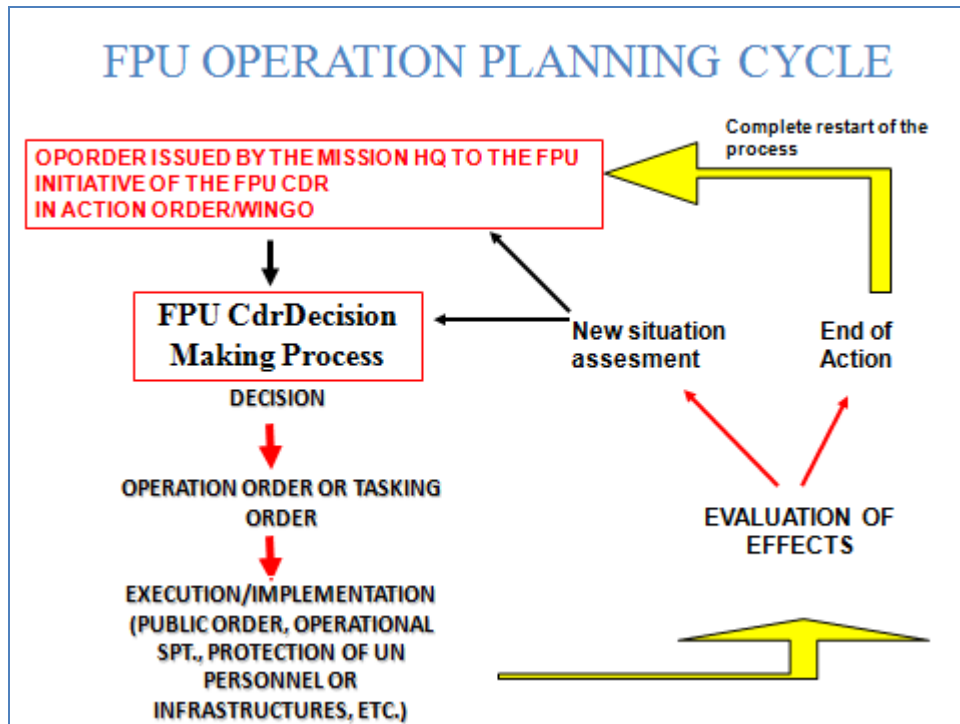
Service support information could be included in detail in specific annexes

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The OPORDER received by the FPU commander address also the issue of the command, Control and Signal (i.e. Command and Control organization and communication instruction).

The point of the OPORDER received by the FPU commander reflect the results of the planning process carried out at the Mission HQ level by the police component. The planning of the FPU commander and his/her staff must be rigorously in line and abiding by the contents of the OPORDER received.

The FPU commander, based on the received OPORDER, starts his/her tactical planning. Sometime the planning of the FPU commander and his/her staff starts non his/her own initiative or is less formalized and activated by in action superior orders.



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All FPU operations must be based on sound judgment that has been informed by available intelligence sources and analyzed. Failure to do so will lead to poor or improvised decisions which cannot be supported when subsequently questioned.

Firstly, it is important to see the cycle of the planning. The activity will commence at the point where an order is issued by a superior authority, or on the initiative of the FPU commander. The Decision Making Process which will lead to a decision the can have the same template of the OPORDER received (Situation, Mission, Execution, Support Command & Control), or a less sophisticated template (generally referred to as tasking order).

Once the Operation has commenced the Commander will evaluate the events. If the need arises due to dynamic events during the operation, he/she may restart the process as a result. However, if the Operation Order is successfully implemented, there is still the need to carry out a debriefing which should include an evaluation. This evaluation should be considered also in terms of lessons identified and in order to feed into any subsequent event of the same nature.

It is important to underline that in the DMP of the FPU commander and his/her staff has to very carefully consider all the assets available or embedded in his/her FPU.

In fact some FPU could be endowed also with specialized police capabilities. The composition and organization of FPUs indeed may vary due to mission-specific requirements as determined in the strategic assessment phase. Specialized units, in fact may be added to the FPU basic structure. These specialized assets may consist of, among others, SWAT, EOD, K9, and CP. In this event the FPU commander must be fully aware of the potentialities of the above mentioned police assets.

The FPU commander, when adopting a decision, shall take always into account:

- Main effect he wants/is mandated to achieve;
- Restrictive condition (in terms of time, space, resources, opponents, etc.);
- Imperative objective that the FPU commander has to achieve.

FACTORS

Main effect

Restrictive condition

Imperative



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**Main effect:** This is the overall effect the Authority commanding the operation wants to achieve on the ground. For instance, most of the time, the main effect is to prevent a situation to deteriorate and maintain a peaceful situation allowing a democratic expression of views by a fraction of the population. This discards the immediate resort to technical modus operandi such as “*charge and disperse the crowd and arrest the leaders*”....even though it might be rendered necessary by the way the situation evolves. However, the decision making process aims at making trainees



understand that they have to understand what to achieve and how to achieve it, is subordinated to the answer provided to the first and much more important question.

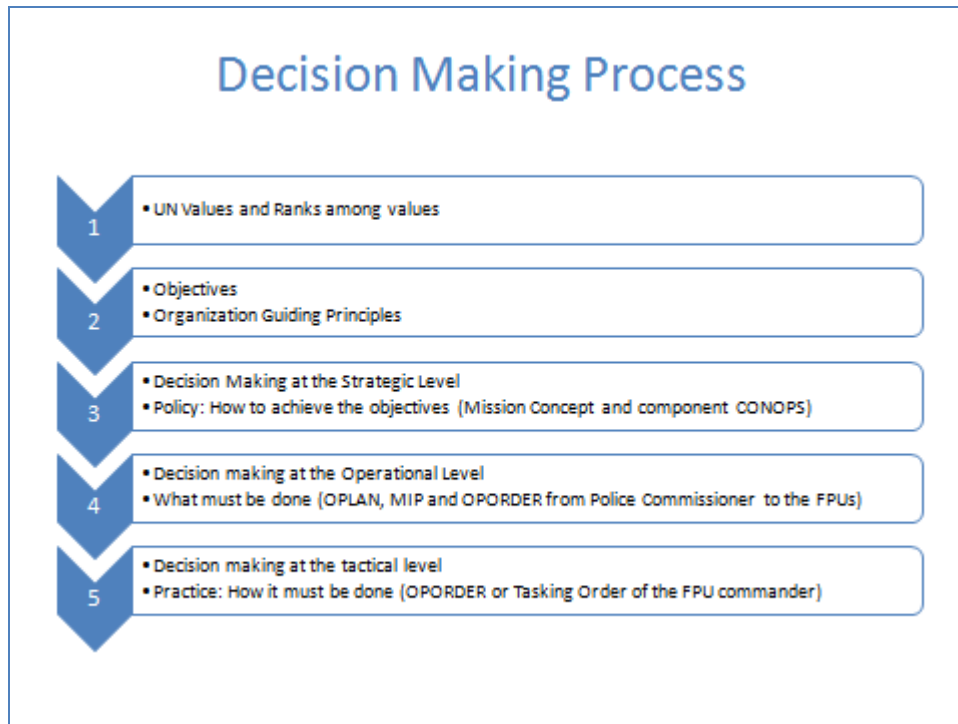
It is essential the commander is mindful of the constraints and the objectives of the mission. Main effect describes the expected scenario elaborated by the commander/relevant authority in the CONOPS, OPLAN, MIP or Operation Order.

**Restrictive condition or constraints:** These are limitations on the mission imposed on the commander (time, environment etc.). Constraints should not influence the direct success of the mission but they will have to be taken into account in the planning documents (OPLAN, OPORDER etc.) in order to achieve the mission.

**Imperative:** These are essential conditions to be met in order to be able to fulfill the mission. For instance, for a FPU, accessing the place where a demonstration will take place is an imperative. If it cannot access the site of expected deployment, it cannot fulfill its mission, (being to protect a public building, prevent situation to deteriorate....).

The outset of the process foresees the gathering of information. It is of paramount importance to get as many information as possible about the opponents and the general environment in which the operation will have to be conducted. The information is subsequently analyzed. Pros and cons of the various possible courses of action are rigorously considered and, at the end, a decision which reflects this reasoning is made. The decision will have the format of an OPORDER or will have a more simplified template (tasking orders). Eventually there will be the execution of the order/task order(s) which will in turn lead to evaluation and the cycle commencing again.

We will briefly analyze now some matrix and templates that could assist the FPU commander and his/her staff in getting through his/her decision making process.



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The FPU commander and his/her staff have to develop the fifth step of this process bearing in mind all the previous ones.

## Decision Making Process Matrix

Approval Type	Verbal	Written	Standardized
Speed of the DMP	Fast	Slower	Slow
Periodicity in the planning of the operation	On short notice at any moment	Daily, weekly, Quarterly, First-ever, whenever there is an OPORDER from the Mission HQs mandating the accomplishment of a task	Daily routine based on standardized SOPs First-ever pre-planned operation based on superior orders
Level of Presumed Risk	Low	Intermediate	High
Decision Maker	Verbal Approval (direct/via radio)	Written Approval (graphics/maps or simplified tasking order)	Signature on a Standardized Approval Document (OPORDER in the same format of the OPORDER received by the Mission HQs)
Meetings to adopt the decision	None	Informal meeting (s) with his/her staff	Meeting (s) where the FPU commander may question his/her echelon to have a thorough understanding of the mandated task
Documentation	None	WINGO, letter, note or other document from the echelon or	OPORDER or TASKING ORDER
Post operation/AAR	No Guidelines or Verbal Guidelines/debriefing	Written Guidelines	Post-approval standing orders/SOPs to ensure that subsequent actions follow the operation. Lessons Learnt

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## Output of the FPU Cdr DMP

- Verbal Order/briefing
- Graphics/Maps (with positioning of assets/targets etc...)
- Formal Order (OPORDER/Tasking Order)

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When the operation is planned in advance, the FPU commander and his/her staff is supposed to produce a formal OPORDER or Tasking Order, while in case of unexpected emergency or contingency situations the DMP may be not formalized and disseminated to subordinated elements verbally or with graphics/maps.

Whenever there is the time to produce a written order to execute the operation, the FPU commander should provide it based on the format of an OPORDER. In particular, in his/her DMP, he/she will have to go through the OPORDER received by the HQ, ascertaining he/she:

- Has fully understood the operation/task assigned;
- Possesses all available information to properly execute the operation;

- Has the capacity to obtain the additional information required (in case of need);
- Possesses the necessary means/resources/equipment to conduct the operation;
- Has the capacity to obtain the additional means/resources/equipment required (in case of need).

In the DMP the FPU commander and his/her staff will consequently analyze any part of the situation, mission, execution, logistics and command and control and communications. An example of grid to be used to assist his/her reasoning is the following:

STEPS OF THE DMP	ANALYSIS	CONCLUSIONS	Where to find the solution
<b>SITUATION</b>  WHO?	<b>FORCES</b> Strength - Choice of personnel (Enthusiasm, Training, Experience) -other FPUs: platoon, section. Militaries Local police station specialized unit (K9, SWAT, EOD, CP, forensic) -Authorities : Police, Military, LP, Civilian -MEDICS : Ambulance, fire unit POPULATION attitude (immediate, future)	Adequate/inadequate  Cooperation with other actors required/not required  Additional support needed/not needed	OPORDER received from the echelon
WHERE?	<b>GEOGRAFY</b> - Size of the area - Location of the objectives - environment : - Urban or rural, - Indoor/ outdoor Distance to the point Whether conditions <b>Roads :</b> - Viability, mandatory points - Geography, type of surface, natural obstacles; - re-supply Approach (vehicle or foot withdraw or re-route itineraries	Course of action according to: Safety Discretion Simplicity Surprise  Zone, routes, ways of approach  Vehicles, Techniques and equipment to set up	Maps  Analysis of reconnaissance. (photos, videos, plans...)  Echelon JOC JMAC JMLC  Local Counterparts

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STEPS OF THE DMP	ANALYSIS	CONCLUSIONS	Where to find the solution
<b>SITUATION</b>  WHEN?	Date/Time foreseen in the OORDER received Pre-time Time of arrival Time of action Time limit Time conditions (day, night, season...) - Legal limits/constraints (domestic law/international Law etc) in the conduct of the operation -Immediate or postponed action -opponent posture/action that may impact on the timetable - external factors that can impact on the schedule -weather condition that may impact in terms of time and space	Decide the most timely effective course of action considering  Request to modify the time limit/scheduled	OORDER received  OPLAN MIP & CONOPS  SOPs  Domestic legal order
<b>AGAINST /ON WHOM</b>	Analysis of OPFOR/counterpart <b>Position:</b> Initial ,Final <b>Nature</b> ethnical/ Social rank <b>Volume</b> strength, organisation <b>Attitude</b> habits, Mood, Physical condition, determined, violent <b>Means:</b> weaponry, AMMOS, protections, comms... <b>Past behaviour</b> /Reinforcement capacity/ Influence (drugs, alcohol, etc...)	Needs of additional information  Specific of specific equipment/means  Predictable action of the OPFOR.	Echelon JOC JMAC JMLC  Local Counterparts

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STEPS OF THE DMP	ANALYSIS	CONCLUSIONS	Where to find the solution
<b>MISSION</b>	WHAT IS THE MANDATED TASK AND ITS OBJECTIVE? Aim and type of mission <u>Type of operation</u> - Protection of Civilians - Public Order - Security to UN Personnel or Facilities - Operational Support to Local Police or to other Mission members	- Additional information to be obtained - Immediate measures to take before continuing the analysis - constraints or restraints to the mandated operation	Superior authority how issued the order (Police Commissioner, Deputy chief of Operations/FPU coordinator)
	WHY? Intention of the commander Intention of the requesting authority  WHAT? What do I have to do? Which effect to reach the adversary/ on the ground? Where? When? how long time ?	Clear general aim of the action to be taken	Strategic and operational documents of the mission. Mission and commander's intent expressed in the OORDER received by the HQs

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<b><u>CONFRONTATION OF COURSES OF ACTION</u></b>	<b>Advantages +</b>	<b>Disadvantages -</b>	<b>Risk Assessment +/-</b>
<b>FRIENDLY FORCES COURSES OF ACTION</b>			
<b>OPFOR EXPECTED COURSES OF ACTION</b>			

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Based on the information available, the FPU commander and his/her staff may analyse the different possible CoA.

<b>STEPS OF THE DMP</b>						
	<b>WHAT?</b>	<b>WHEN?</b>	<b>WHERE?</b>	<b>HOW?</b>	<b>AGAINST WHO/WHAT?</b>	<b>WITH WHO/WHAT?</b>
<b><u>DECISION</u></b>  <b><u>HOW?</u></b>	ACTION 1					
	ACTION 2					
	ACTION 3					
	Ready to...					

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The FPU commander decides which are the CoAs to conduct the operation.

Eventually, such decisions may be inserted in the OPORDER template.

For the DMP that the FPU Commander has to conduct in case of public order operations, see the “Public Order Management Module” that includes a specific check-list to assist in the process.

The officers should be given a summary of the key points of the lesson before being asked if they have any questions.



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#### **Lesson 4 – Decision Making Process (Table Top)**

The participants should be given one realistic scenario, which they should be talked through the decision making process, using paper feeds at various points. It will allow them to use the decision making process grid to work through and make the appropriate decision. Alternately, they can be given one scenario to complete on their own, filling in the DMP grid and then handing it in with their decisions listed.

When training audience is particularly experienced and skilled, should be requested to draft an OPORDER.

The scenarios should be submitted by each trainer based on his/her own personal direct experience in a UN mission.



In case no relevant experience can be exploited to this end, below there are 8 simplified scenarios to be used.

☞ **Instructors note:** The scenarios are split into paragraphs; each paragraph should be printed on a separate piece of paper. Paragraph 1 should be handed out the situation discussed and the participants allowed to make their conclusions in discussion. Once that is complete, paragraph 2 should be given to them and the same process continues until all of the paper feeds have been handed out and the incident has been discussed.

If the participants are to be given the whole scenario, the Instructor should tell them if they have to work through all the considerations or just one part, working in phases. It will depend of the level the participants have reached and how much guidance they must provide with all along.

### Scenario 1

1. Mr XYZ a politician, from the opposition party was seriously injured in a car accident. In critical condition Mr XYZ was transported by ambulance to the local hospital, which is approx. 6 km away from the UN Head Quarters. The Cardiologist advised Mr XYZ requires immediate surgery to correct internal bleeding. The hospital is crowded with approx. 50 to 60 people, some relatives and some political supporters. These people have staged a 'sit-in' along the entry of the hospital therefore preventing the movement of ambulances and hospital employees; this is causing concern for the safety of the patients and hospital staff. Due to the concerns and the potential for disruption the Police Commissioner decides to send FPU platoons to respond to the scene to control the current situation.
2. A number of television crews and journalists have also established reporting sites within the protest group. Suddenly you are advised that about 10 furious supporters of Mr XYZ physically threaten 3 foreign journalists standing in front of the hospital. After a verbal confrontation, the journalists are beaten and injured. The crowd is still surrounding them while they lay injured on the ground.
3. After long negotiations the protestors refuse to leave the hospital waiting area and this is causing tensions with other patients and their families. Information is received that approximately 4 to 6 protestors are now fighting with Mr XYZ's family on the 3rd floor. Information is received that one of the injured journalists' car is now being vandalized and set on fire within the hospital's opened parking lot.
4. Protestors are informed that the politician died. They start vandalizing and ransacking the hospitals and objects are thrown on FPU Police Officers from the roof of the hospital. As a result, 3 FPU's officers are badly injured.
5. At the request and out of respect of the family, a representative of the opposition party asks the rioters to calmly evacuate the hospital. Rioters act accordingly and leave the hospital's facilities without causing further disruption. However, when back in the street, about 40 rioters start smashing shop windows, vandalizing passing vehicles, and then begin targeting FPU Police Officers with slingshots and rocks.
6. Thanks to the action of the FPU, rioters have been dispersed and have stopped perpetrating troubles.

### Scenario 2

1. A friendly soccer match between the national team and a guest team from South America is being played at the Central Stadium down town. Over

10,000 highly enthusiastic spectators are expected to witness the match. It has been decided that 3 FPUs will help and support the local police in the management of the crowd attending the soccer match.

2. During the half time an approx. group of 30 spectators jump to the playing surface. They start provocations toward spectators.
3. The FPU Intelligence Team reports that heavy betting has been being made over the outcome of the match between two groups. The size of each group of wagering groups is 100-150. There is a probability that whatever the outcome of the match, either group will deny accepting the results and may enter into violent confrontation probably at the south gate of the stadium.
4. The match ends with a score 1 to 1. Just towards the end of the match, the referee denies to grant a penalty apparently due to the national team. The referee belongs to an ethnic group that has been in conflict in the country. Four to five groups of spectators, 40 to 50 each are reported to be resorting to hooliganism targeting the other spectators belonging to the ethnic group of the referee. The clashes are growing in violence and are feared to spread widely.
5. After several short fights between little groups of spectators, the crowd dispersed quietly.

### Scenario 3

1. Approximately 400-450 supporters of the opposition party have gathered down town to protest the latest decision taken by the government to suspend the activities of their Party for one year. They are staging a sit-in at the Main Avenue and are impeding traffic flow on the road. A number of television crews and journalists have also established reporting sites within the protest group. The United Nations FPU has been ordered to support the local authorities to handle the demonstration.
2. Two FPUs each composed of 3 platoons dispatched to assist the Local Police to in maintaining public order arrive at the scene of demonstration. They debus and start forming up at some distance from the gathering. The sight of fully equipped FPUs escalates the sentiments of the crowd and there is a rise in the slogans. Some of the participants also start raising slogans against the police.
3. The demonstrating crowd continues to get restive and a leader starts to deliver a speech caustically criticizing the government and the law enforcement agencies including the FPUs deployed.
4. The negotiations result into a commitment by the protest group leaders to remain peaceful, however, they insist that will continue the protest till all of their leaders have delivered speeches that may take over two hours.
5. After 3 hours of speeches, the meeting comes to an end and the crowd starts

to leave the gathering point peacefully.

#### Scenario 4

1. UNMHQ has been informed that a jail guard from the detention center in village XYZ has been seriously injured after being attacked by two prison inmates. After this incident the guards retaliated and beat the two inmates and subsequently placed them in separate cells. The inmates of the east sector have started protesting the beating of their fellow inmates. The inmates are convinced the beatings were racially motivated and feel the guards acted improperly and unprofessional and therefore are reacting to the assault. The PC is requested by the local Authorities to get ready to support HPS if need be. Two FPUs are required.
2. Three senior staff members attempted to negotiate with the inmates but were attacked and beaten, as a result negotiations failed and FPU members placed on standby for intervention. The inmates start to burn their mattresses and pillows and throw them from the courtyard. Information is received that inmates are seen with homemade weapons and have possibly barricaded a few corridors.
3. During the progression of FPUs inside the detention centre, 3 FPU are injured by firearms shootings coming from the window of a cell at the third floor of the East sector.
4. The inmates surrendered after the completion of the investment of the East Sector.

#### Scenario 5

1. A demonstration is organized in front of a national official building. About 300 people are gathered on solicitation of a local political organization. The demonstration is not supposed to be violent due to the regulation of the group leaders on site. The United Nations Formed Police Units (FPU) have been ordered to support the local authorities to secure the official building and its personnel, as well as to prevent any increasing violence from part of the demonstrators.
2. The static demonstration is on-going for 2 hours. Suddenly, several virulent groups made up with ten to twenty individuals start to burn wheels, damage the buildings around, break several shop windows and throw stones to the demonstrators, injuring several demonstrators who remain lying on the ground. About 10 members of the security service of the demonstrating parties are also throwing stones to the spoilers.
3. The authorized demonstration is now dissolved. However, virulent groups are still active in the area. Small mobile groups of demonstrators, around five to ten individuals are conducting looting in some stores and damage vehicles in

the surrounding streets. Beside these events, a group of violent demonstrators, (about 40 people) is harassing the FPU platoon protecting the National building, throwing stones, using sling shots and Molotov cocktails. The FPU incident commander is now ordered to conduct the necessary arrests and secure the area.

4. After several hours of harassment of the FPU police officers protecting the National building by little groups of rioters, the demonstrators dispersed and the rest of the night is calm.

### Scenario 6

1. UNMHQ has been informed that a spontaneous demonstration is about to take place in the village of XYZ at the local government office. Local farmers are upset with the lack of assistance and government funding they are receiving and wish to voice their displeasure. The local police service is requesting FPU assistance as the expected numbers will exceed their capabilities.
2. The farmers have arrived at the government building and have blocked both ends of the street with their tractors and have made it clear that they intend to present the government official with a signed petition from all the local farmers. From the local police you the FPU commander are advised that the crowd numbers approx. 300 and for the moment they are peaceful.
3. The FPU commander receive word that the government office has refused to accept the petition from the angry farmers and now a large group of people are trying to access the front doors of the building. During this struggle an HPS officer is struck on the head with a rock and is unconscious.
4. The FPU's have successfully regained control of the entrance and removed the injured officer. Tempers have settled and the crowd has calmed, at this point negotiations have resumed with the event organizer and a resolution is being considered.
5. The situation has been resolved and the group has agreed to clear the streets and return home, the local police thank you for your support and the incident is closed.

### Scenario 7

1. The FPU have been tasked to escort medical supplies to a school where IDPs found shelter in the village XYZ and then protect them since they are threatened by an opposing ethnic group. The made up of the FPU is one FPU (4 platoons) plus one additional, including 2 APCs. On the place, the FPU faces a barricade, settled before the school, impeding the FPU's progression. About 200 demonstrators were directly targeting the school with stones and Molotov cocktails. The FPU has successfully challenged the threats by using

running lines to disperse the crowd and secure the road leading to the school. However, a small group of demonstrators are still present around the school and throwing different projectiles against the FPU in a stationary roadblock position. A FPU officer has been reported wounded and needs to be evacuated.

2. The FPU incident commander is informed that the injured officer requires removal due to the level of injury and the level of resistance faced by the FPU.
3. It is reported to the FPU incident commander that the injured officer is now in an FPU ambulance with the paramedic team. It seems the officer has broken ribs and sustains internal bleeding due to a direct hit by a projectile and he is now unconscious. The paramedic raises the possibility of further injuries and complication.
4. Meanwhile a second report of two injured officers is given to the FPU incident commanders. From the information received some of the demonstrators are using slingshots with iron projectiles against the FPU.
5. Most of the demonstrators are leaving the area due to the show of strength. However, some individuals are still at the scenes throwing stones and using slingshots against the FPU.
6. The police commissioner asks if it would be suitable to arrest the most virulent demonstrators for defusing the volatile situation and to disperse the rest of the crowd.
7. The FPU arrest teams are conducting their tasks facing great resistance from a crowd composed of very virulent individuals.
8. The FPU have successfully arrested and cleared the strategic location of all demonstrators. However, a small crowd is still present at a fair distance throwing stones against the FPU and trying to come back to the location.
9. The crowd is dispersed and all endangered persons are taken to safe places, hospital and a refugee camp settled in a safe area.

### Scenario 8

1. Two UNPOL officers were doing their morning patrols while operating a UN vehicle in the village "X" approx. 5kms away from the UN Headquarters. At this time they observed a crowd of approx. 5 people punching and kicking an individual who had apparently been caught stealing from a local store. It's apparent the individual is badly hurt and possibly close to death. One of the UNPOL officers fires two warning shots into the air in attempts to disperse the crowd and take custody of the injured suspect. The crowd of 30 grows angry and starts throwing rocks at the officers, at this time one officer is struck and suffers a serious head injury and becomes unconscious. The officers are surrounded and unable to move at which point the vehicle windows are smashed and the call for assistance goes out.

2. The three FPU armored vehicles reach the scene and surround the damaged UN vehicle. A member of the FPU fires four warning shots into the air and manages to clear the crowd from the vehicle.
3. One FPU rescue team points their weapons at the crowd while another team rescues the UNPOL officers and the injured suspect. The FPU vehicles are extracted from the scene and all parties race away at high speeds to an assigned meeting place.

**Participants are requested to draft an OPORDER based on the given scenarios**