Preparing to Prevent

Conflict-Related Sexual Violence Mitigation

Scenario-Based Training

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26 November 2014

Contents

Foreword—Major General (Ret) Patrick L. Cammaert 1

I. Introduction 3
- Conflict-Related Sexual Violence 3
- Scenario-Based Training 7

II. Background Information 10
- General Situation 11
- Rules of Engagement 13

III. Scenarios 16

1. Unit SOP for CRSV Incidents 17
2. Unit CRSV Mitigation Preparations 20
3. Unit CRSV Incident Reporting 24
4. Patrol Encounter: Rape Victim 26
5. Patrol Encounter: Report of Abducted Children 28
6. Sexual Violence in IDP Camp 31
7. Patrol Encounter: Suspected Hostile Act in Progress 33
8. Checkpoint Encounter: Escaped Sex Slave 35

Other Scenarios 37

Handout: CRSV Scenarios 38

About this Handbook 40

FOREWORD

"It is now more dangerous to be a woman than a soldier in modern conflicts."

The changing nature of conflict causes peacekeepers to be deployed where there is no peace to keep, and an urgent question is whether peacekeeping capabilities are also changing sufficiently to meet these new environments. Sadly, the answer is "No." The violence I have recently seen in mission areas transcends anything I have previously witnessed; nor have peacekeepers been adequately trained to cope with violence against civilians, in particular conflict-related sexual violence. In fact, as reflected in a recent UN report on the Protection of Civilians, the passive performance of peacekeepers at the operational and tactical levels has been a devastating cause for shame.

Presence alone is not enough. Peacekeepers must demonstrate skill and the will to take action against sexual violence. Improved leadership at all levels is one vital cure that is needed. Better and more realistic training is another—training for leaders and training for soldiers. Training must prepare peacekeepers to answer questions such as "What am I authorized to do?", and "What am I going to do?" and "What is wise to do?" Realistic scenario-based training is the best way to ensure that peacekeepers answer these questions correctly and take necessary action when confronted with actual situations.

The scenarios in this package include authentic challenges that have confronted peacekeepers in the past and will continue to do so in the future. I encourage leaders to incorporate them in their unit training, and to adopt a mindset that anticipates other civilian protection scenarios and prepare for them as well. Whether preparing for a mission or while deployed in an operation, this scenario-based approach will result in peacekeeping units that are proactive and do not look the other way when the most horrific of crimes are perpetrated against civilians.

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I. Introduction

This document contains training scenarios to help military units address sexual violence in the context of peacekeeping missions. It begins with overviews of conflict-related sexual violence and scenario-based training, then provides situational information to be used as background for the eight subsequent training scenarios. Each scenario includes a specific situation, discussion questions, and facilitator notes. Users of this document are encouraged to modify the material as appropriate to support their particular training requirements.

Conflict-Related Sexual Violence

Conflict-related sexual violence (CRSV) refers to violent acts of a sexual nature, including rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization, mutilation, indecent assault, trafficking, inappropriate medical examinations, and strip searches. CRSV frequently occurs when undisciplined militaries, police forces, or other armed groups believe they can act with impunity against vulnerable individuals. Peacekeepers, in conjunction with other actors, must ensure that sexual violence is addressed as a major area of focus and is routinely incorporated into their Protection of Civilians (PoC) efforts.

CRSV frequently occurs during and after armed conflict, and is common within fragile states. It is impossible to obtain a safe and secure environment with adequate protection of civilians if CRSV is a widespread problem. Sexual violence is often a component of genocide, mass atrocities, and crimes against humanity and may occur as part of a deliberate and systematic campaign to target a victim group (for example, to destroy families and communities or to support ethnic cleansing from an area). It may also occur in a more decentralized fashion due to a general lack of security and stability. Sexual violence is a crime and should not be dismissed simply as a social problem. However, CRSV is a problem that persons in authority too easily overlook. While CRSV is often assumed to be directed against women and girls, CRSV also includes assaults against men and boys. The threat of CRSV also has an adverse effect, as potential victims may avoid necessary activities such as travelling, working, farming, obtaining water, or collecting firewood if they are vulnerable when doing so.

Many actors play a role in mitigating CRSV; these include police forces, advocacy groups, and Women Protection Advisors that may be assigned to peacekeeping missions. The rule of law is important in criminalizing sexual violence, regardless of the perpetrator.

Despite being prohibited by the 1948 Universal Declaration of Human Rights and the 1979 Convention on the Elimination of All Forms of Discrimination against Women, women and girls are frequently victims of rape, sexual molestation, culturally-sanctioned oppression, domestic violence, marginalization, barriers to economic and political participation, forced prostitution, indentured status, genital mutilation, forced marriages, and other threats. There is also increasing recognition that men and boys are vulnerable to this form of violence. The 1998 Rome Statute of the International Criminal Court (ICC)

recognizes rape as a weapon of war, making rape an individual crime, war crime, and crime against humanity. The adoption of UN Security Council Resolution 1325 (2000) emphasizes the critical role of women in maintaining international peace and security. In addition to expressing the need for increased representation of women in "decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict," the Resolution calls for Member States to respect and enforce their obligations to protect women and girls from sexual violence in armed conflicts, prevent impunity, and prosecute those responsible for sexual and other violent crimes against women and girls.

Sexual violence results in long-term physical and psychological harm to the victims themselves and disrupted families, unwanted pregnancies, infant mortality and deaths from childbirth, and the spread of sexually-transmitted diseases. It can break down the society and social networks for victims, which contributes further to gender inequality and poverty. Women may be more vulnerable to CRSV in traditional societies, even if the culture tends to shelter them, because of stigmas that are attached to victims. Widows may have additional vulnerabilities if they have no means of earning wages, and mothers or other guardians must also see to the needs of children as well as their own. Women often remain silent about CRSV because they fear retribution or being ostracized, or because they are not permitted to have a public voice.

The military can reduce CRSV in a number of ways and must be perceived as a decisively positive force in combating sexual violence. In insecure environments in which social services are absent, military units may often be the first responders to CRSV incidents. Soldiers and leaders must be prepared to take appropriate action in such situations. When perpetrated by military personnel, sexual violence undermines the mission's legitimacy and has adverse effects on military unit cohesion and discipline.

The military force should view CRSV elimination as an important and distinct task, but CRSV must also be mainstreamed in other peacekeeping and developmental efforts. For example, units must include CRSV as a focus area when attempting to understand a situation. Gender issues should also be incorporated in the pursuit of desired outcomes such as good governance, rule of law, social well-being, and a sustainable economy. Regardless of their primary intended purpose, patrols and other operations should reduce vulnerabilities and threats related to CRSV. Units should be alert for CRSV indicators such as changes in mobility patterns, anti-women propaganda, and the absence of girls from schools. The military force must address CRSV when engaging security forces, women, (who can be too easily marginalized in some societies), local leaders, and other actors. Finally, environmental shaping efforts must also account for CRSV issues.

Leaders must emphasize the importance of eliminating CRSV, as well as its significance to the mission, and ensure that soldiers receive adequate training. This may include scenario-based training and the inclusion of CRSV incidents in exercises. Training should be tailored to local and cultural circumstances and address both the standards of conduct expected of soldiers and how to respond to CRSV incidents that occur (such as medical treatment for victims, conduct of inquiries or investigations [as authorized], and

detention of perpetrators). Leaders should consider the inclusion of females in teams that interact with women in the population, and members of these teams may require their own specialized training in cultural awareness and how to handle victims of sexual violence. Units will require reliable interpreters, and some of these should be women. Military units may also wish to identify and liaise with local women's organizations that can advise them on the local culture and services available.

Some operations may be specifically intended to reduce CRSV; for example, security patrols may be scheduled to protect women as they conduct their regular activities such as gathering firewood, obtaining water, travelling to market, or taking children to school. During other operations, such as routine patrols and checkpoints, units should be alert for indicators of CRSV such as the tendency for women to hide, large numbers of displaced women, and statements from witnesses. Interviews with potential victims can help identify incidents and chronic perpetrators, but these should normally be conducted by specialists. In any event, interviews should be conducted discretely to prevent retaliation against those who provide information. Units should be prepared to intervene and halt acts of sexual violence when they encounter them and, depending upon their guidance, detain perpetrators. As early as possible, these operations should be conducted jointly with host state security forces, including police. Preventive measures can also reduce the necessity for women to place themselves at risk. For example, stockpiling wood in villages or providing water tanks that are regularly replenished can help keep women secure.

In many cases CRSV will require responsive actions such as medical treatment for victims, inquiry or investigation, accountability of perpetrators, and remediation. While these measures will largely be beyond the expertise of military forces, they can nonetheless identify requirements, enable other actors with the necessary capabilities, and exert pressure to address these issues. As the victims' social networks will likely be destroyed, it may be necessary to establish one-stop centers that provide medical care, psychological counseling, access to police investigators, legal assistance, and essential services. Transitional Justice efforts must account for survivors of CRSV and ensure they have access to health, education, property rights, justice, and compensation. Host state justice and medical structures must work to support victims, rather than make their situations worse. A responsive and trained judiciary, perhaps through the use of mobile courts and enhanced with witness protection programs, will help end a culture of impunity. International teams of experts may be necessary to monitor, advise, and report the deficiencies of host state institutions that have a role in CRSV mitigation. Collaboration with NGOs and civil society can help the international teams perform these functions.

CRSV should be emphasized as a prominent theme in public information activities and engagements with key host state leaders as well as other partners. Commanders should ensure that CRSV receives appropriate emphasis, and host state authorities should be aware that this is an important standard by which they are judged. Leaders should solicit women's views regarding CRSV and, if they do not already exist, it may be possible to facilitate the creation of women's groups to provide insight on CRSV and other issues. Women's groups, NGOs, the media, and civil society organizations can increase awareness, generate the communal interest to eliminate CRSV, conduct local activities, implement and strengthen

local norms in accordance with international standards, share information, form coalitions, and advocate to generate political pressure to eliminate CRSV.

Sexual and Gender-Based Violence (SGBV). In addition to addressing conflict-related sexual violence (CRSV), peacekeeping missions may work closely with humanitarian actors seeking to address sexual and gender-based violence (SGBV), a broader term used to define any harmful act perpetrated against a person's will that is based upon gender differences. Forms of SGBV include discrimination, domestic violence, forced or early marriage, harmful traditional practices such as female genital mutilation (FGM), rape, sexual abuse, forced prostitution and trafficking. In an emergency, there may be a sub-cluster or working group to address SGBV within all aspects of the response (protection, food, shelter, etc).

Protection from Sexual Exploitation and Abuse (SEA). SEA prevention refers to the responsibility of humanitarian actors and military forces to respect the physical and sexual integrity of beneficiaries receiving assistance and protection. SEA includes two distinct problems: 1) Sexual Exploitation, which the UN defines as "any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another," and 2) Sexual Abuse, which the UN defines as "the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions." The UN and NGOs have codes of conduct that further specify what is considered serious misconduct and grounds for disciplinary measures. When aid workers or military forces exploit the local population they can erode trust in the purpose of the mission and seriously undermine the legitimacy of operations.

Leaders must be alert to incidents of Sexual Exploitation and Abuse (SEA) which may be conducted by persons in authority, including soldiers in the unit or police and civilians associated with the mission. SEA or sexual violence may also be perpetrated by partners such as host state security forces, members of organizations or institutions that are intended to assist civilians, and other authorities who believe they will not be held accountable in a surrounding "culture of impunity." SEA can be committed against civilians, soldiers (especially female soldiers), or civilian employees hired to support the force. Such actions constitute criminal behavior, undermine the legitimacy of the mission, and generate hostility among the population. They can be reduced by training and education, leader emphasis, clearly articulated policies, quick and thorough inquiries or investigations of reported SEA, and disciplinary measures when appropriate. SEA prevention requires command emphasis, and every soldier must have a basic understanding of the issue. It cannot simply be mentioned as one of many topics during pre-deployment training and subsequently ignored. Leaders must ensure that their own actions, policies, and statements do not implicitly condone SEA or related problems such as human trafficking.

Host state education programs will be vital to shape attitudes, stress the importance of eliminating CRSV, and counter myths such as victims are to blame or that CRSV is anything but a serious crime. Military leaders should encourage the inclusion of women in community meetings and in sectors such as politics, economics, and security. Perhaps more

importantly, they should encourage such gender perspectives within the host state. Positive role models can be highlighted and military leaders should not be perceived as condoning negative behavior either through their statements or by failing to take action when CRSV or SEA occurs. Women constitute half of the adult population, and their active participation is essential for development and reconciliation. Notwithstanding local cultural restrictions that may exist, in many traditional societies women (particularly mothers) often exert a decisive influence on the perceptions and actions of males, even if this largely occurs within the home.

In addition to any operational difficulties associated with stopping perpetrators of CRSV, the military force is likely to encounter three major challenges. First, leaders must ensure that their own soldiers are disciplined and that unit climates preclude CRSV and SEA. Discipline is potentially a challenge with partnered security forces as well. Second, the host state's culture may include traditions that discriminate against women and in effect condone sexual violence. Cultural norms may also discourage women (or men) from reporting sexual violence, thus complicating the military's ability to obtain accurate situational understanding. Finally, a culture of impunity may exist in which important partners are in fact egregious sexual predators.

Scenario-Based Training

Scenarios help units train to handle potential situations effectively and efficiently. They allow the training audience to think through problems and work out responses before challenges actually occur, and can help identify preventive measures that can preclude problems from arising.

Contents:

This document includes situational background material and eight scenarios pertaining to conflict-related sexual violence. The background material includes:

- General situation for the training unit, which is participating in a peacekeeping mission. Selected excerpts from the United Nations mandate (the mission may or may not be a UN mission, but in either case it is authorized by a UN Security Council Resolution).
- Rules of Engagement (ROE) Aide-de-Memoire.

Any additional situation that may be required should be based on the actual country of deployment for the training unit. Facilitators should be prepared to fabricate supplemental information in response to questions from the training audience.

Each of the eight scenarios contains the following sections:

- Situation.
- Questions for Discussion.
- Facilitator Notes.

How to use the training scenarios:

The training content may be delivered in two primary ways: (1) Group Discussions and (2) Situational Training Exercises. Group Discussions are conducted in a classroom setting, while Situational Training Exercises are integrated into small unit training events in the field. Both methods entail different stages for conducting the training.

Group Discussion Method.

Stage 1: Preparation. Facilitators become familiar with training material, prepare facilities, prepare materials (e.g., slides, handouts).

Stage 2: Familiarization. Facilitators orient training audience on CRSV, scenario-based training, the general situation, and the rules of engagement.

Stage 3: Scenario Discussions. Training audience may be separated into small groups or kept in one large groups. If in small groups, they may examine the same scenario(s) or different scenarios and may either be self-run or assigned their own facilitator. Small groups normally should present the results of their discussion to the entire training audience when it is reformed. The training audience should be given the situation for each scenario as well as the questions for discussion. Facilitators should use the facilitator notes to guide discussions and emphasize key teaching points.

Situational Training Exercise Method

Stage 1: Preparation. Facilitators become familiar with training material, prepare training lanes, prepare role-players.

Stage 2: Familiarization. Facilitators orient training audience on CRSV, the rules of engagement, the training situation and mission. The training unit (such as a patrol) conducts its mission planning and preparations.

Stage 3: Training event. Training unit encounters CRSV scenario(s) while conducting its mission. For example, a patrol may encounter a role-player acting the part of a rape victim (Scenario 4). Unit responds.

Stage 4: After-Action Review. Facilitator uses facilitator notes to review the incident with the training unit. Unit Standard Operating Procedure (SOP) adherence (Scenario 1) and incident reporting (Scenario 3) may also serve as discussion points.

Points to remember:

- There will not always be “right” or “wrong” answers that apply in all cases.
- In some cases, rather than determining an answer, it may be more useful to identify the significant considerations that would affect decision-making or actions.
- Emphasize the learning points. Facilitators should not let lack of information side-track the training audience or tempt them not to take action. If necessary, fabricate additional information that forces them to make a choice.
- “What if…?” An effective technique for facilitators is to change the situation and discuss the implications. When force is employed, it is also good to ask what should happen if the situation escalates.
- Discuss the “before” and “after.” What could have been done beforehand to prevent the incident from happening? What should be done afterwards over the medium and long term?
- Modify scenarios as appropriate to support actual peacekeeping mission being trained for. If available, replace the country names, ROE, mandates, etc. in this document with the actual information for the particular peacekeeping mission
- Facilitators may only use a few of the scenarios offered in this document, and may create their own additional scenarios, such as those suggested later in the handbook.

II. Background Information

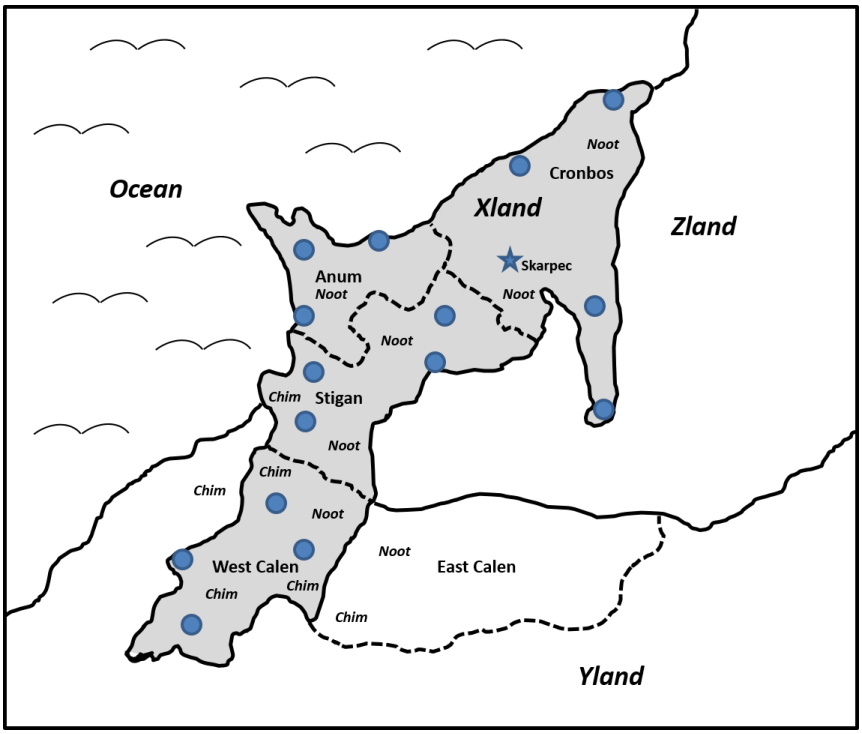
General Situation

Rules of Engagement

General Situation

Your battalion is part of the multidimensional peacekeeping mission in Xland. The mission has military, police, and civilian components and cooperates closely with the UN country team. Your battalion's operational area is the state of West Calen, which is approximately 1200 square kilometers and includes four medium-sized cities (30,000-50,000 inhabitants) and numerous small villages.

In the aftermath of a long civil war and with a newly formed government, Xland is impoverished, its government is struggling, and the national security forces are poorly trained and equipped. It has hostile relations with its more powerful neighbor Yland, which controls the disputed area of East Calen. There are several rebel groups and armed self-defense militias in the sector, and inter-communal violence frequently occurs between the Noot and Chim tribes. The Noots are the dominant tribe in the country, although they are a minority in West Calen. West Calen is largely neglected by the Xland government, as it is a remote region far from the capital city of Skarpec. Widespread conflict-related sexual violence is one of the most urgent problems in the country.



UN Security Council Resolution 5231, which authorizes your mission under Chapter VII of the UN Charter,[1] emphasizes the protection of civilians, particularly with respect to sexual violence. Some of the relevant portions of the mandate include the following guidance to the mission:

[1] Whether your mission is actually conducted by the UN, the AU, or a sub-regional organization, it is authorized by a UN Security Council Resolution.

- Advise and assist the Government of Xland, including military and police at national and local levels as appropriate, in fulfilling its responsibility to protect civilians, in compliance with international humanitarian, human rights, and refugee law;

- Deter violence including through proactive deployment and patrols in areas at high risk of conflict, within its capabilities and in its areas of deployment, protecting civilians under imminent threat of physical violence, in particular when the Government of Xland is not providing such security;

- Protect civilians under threat of physical violence, irrespective of the source of such violence, within its capacity and areas of deployment, with specific protection for women and children, including through the continued use of Child Protection and Women Protection Advisers;

- Exercise good offices, confidence-building, and facilitation in support of the mission's protection strategy, especially in regard to women and children, including to facilitate inter-communal reconciliation in areas of high risk of conflict as an essential part of long-term State-building activity;

- Monitor, investigate, verify and report specifically and publicly on violations and abuses committed against children and women, including all forms of sexual and gender-based violence in armed conflict by accelerating the implementation of monitoring, analysis and reporting arrangements on conflict-related sexual violence and by strengthening the monitoring and reporting mechanism for grave violations against children, and to contribute to efforts to identify and prosecute perpetrators, and to prevent such violations and abuses;

- Monitor, help investigate and report publicly and to the Security Council on violations of international humanitarian law and on abuses and violations of human rights committed throughout the nation, in particular by different armed groups, and to contribute to efforts to identify and prosecute perpetrators, and to prevent such violations and abuses, including through the deployment of human rights observers;

- Provide specific protection for women and children affected by armed conflict, including through the deployment of Child Protection Advisors and Women Protection Advisors, and address the needs of victims of sexual and gender-based violence in armed conflict;

- Take fully into account the need to protect civilians and mitigate risk to civilians, including, in particular, women, children and displaced persons and civilian objects in the performance of its mandate, where undertaken jointly with the Xland Defence and Security Forces, in strict compliance with the Human Rights Due Diligence Policy on United Nations Support to non-United Nations Security Forces (S/2013/110);

- Further demands that all parties immediately cease all forms of violence, human rights violations and abuses, violations of international humanitarian law, including gender-based violence, rape and other forms of sexual violence, and violations and abuses against children in violation of applicable international law such as those involving their recruitment and use, killing and maiming, abduction and attacks against schools and hospitals, strongly urges the Government to the fully and immediately implement its action plan to end and prevent child recruitment, and further strongly urges the opposition forces to fully and immediately implement their commitment to end grave violations against children, and calls for specific and time bound commitments to combat sexual violence.

Rules of Engagement
Aide-Memoire

Part 1: General Rules for Use of Force

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 mission 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:

In Local Language: ("[PEACEKEEPING MISSION]: 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 mission, or (ii) if giving such a warning does not hold any promise of achieving your immediate authorized objective or (iii) you are engaged in offensive operations.

5. If you have to open fire:

(a) Fire must be aimed and controlled. Indiscriminate fire is not permitted.
(b) Automatic fire should only be used as a last resort, except (i) in the case of weapons that can fire in automatic mode only or (ii) where you are engaged in offensive operations.
(c) Take all feasible precautions to avoid, and in any event minimize, collateral damage.
(d) Except where you are engaged in offensive operations, 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.

Part 2: Specific Rules for Use of Force

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

1) to defend (i) yourself , (ii) your unit, (iii) other mission or associated personnel, (iii) members of the Xland government or security forces that your unit has been assigned to assist or support, (iv) individuals designated by the Head of Mission against (a) a hostile act or a hostile intent or (b) to resist an attempt to abduct or detain them.

2) to protect civilians, including IDPs, refugees, humanitarian personnel, and human rights defenders under imminent threat of physical violence from (i) members of illegal armed groups or (ii) members of Xland security forces.*

3) to protect (i) Mission facilities, installations, equipment, areas or goods and (ii) designated non-Mission facilities, installations, areas or goods against a hostile act or hostile intent that involves a grave threat to life or of serious bodily injury.

4) to protect key non-mission facilities, installations, areas, equipment or goods designated by the Head of Mission 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.

5) 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 mission personnel, (iv) humanitarian personnel, (v) members of the Xland government or security forces that your unit has been assigned to assist and support.*

6) to prevent or put a stop to the commission by (i) members of an illegal armed group or (ii) members of Xland security forces of a serious crime that involves a grave threat to life or of serious bodily injury to civilians.

7) to protect the cultural and historical sites in Xland, designated by the Head of Mission, against a hostile act or hostile intent.

8) to prevent the supply of weapons, related materiel, military advice and training and other supplies and logistic support to illegal armed groups.*

9) to prevent or suppress hostile activities or operations by illegal armed groups.*

10) to degrade, neutralize or eliminate the fighting or other operational capabilities of elements of illegal armed groups that have not agreed to disband and lay down their arms. This includes disarmament by force.*

11) To prevent forcible passage by individuals or groups through a roadblock, checkpoint or cordon whose establishment has been authorized by the Brigade or Battalion Commander, if there is a grave threat to life or of serious bodily injury.

12) to protect and stabilize key populations centers in support of the Xland government authorities.

13) to prevent the return of armed elements to key population centers in support of the Xland government authorities.

14) to apprehend or prevent the escape of those indicted by the ICC for war crimes and crimes against humanity in Xland.

15) 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.

* When and where possible, seek permission from your immediate superior commander.

III. TRAINING SCENARIOS

1. Unit SOP for CRSV Incidents
2. Unit CRSV Mitigation Preparations
3. Unit CRSV Incident Reporting
4. Patrol Encounter: Rape Victim
5. Patrol Encounter: Report of Abducted Children
6. Sexual Violence in IDP Camp
7. Patrol Encounter: Suspected Hostile Act in Progress
8. Checkpoint Encounter: Escaped Sex Slave

   Other Scenarios

Scenario 1
Unit SOP for CRSV Incidents

Scenario 1 Situation

The battalion commander directs the staff to develop a Standard Operating Procedure (SOP) for handling CRSV incidents, so that units may be better prepared to address CRSV in a standardized but effective manner. At a minimum, the SOP should address how units should handle both victims and perpetrators when an incident is occurring or has occurred. Additionally, the commander wants the SOP to address systemic measures to help prevent CRSV in the area of operations. The commander wants the staff to provide an initial outline of this SOP tomorrow morning.

Questions for Discussion

1) How can an SOP help units respond to CRSV situations?

2) What are the main components that should be included in the SOP?

3) Develop a checklist of steps for handling CRSV victims.

4) Develop a checklist of steps for handling CRSV perpetrators.

NOTE: A Standard Operating Procedure (SOP) helps units address likely situations efficiently. Some militaries use other terms, such as "Implementation Checklist" or "Implementation Guide." Elements of a CRSV SOP, such handling of victims or perpetrators who are detained, should be incorporated into CRSV scenarios that are included in small unit situational training exercises.

Scenario 1 (Unit SOP for CRSV Incidents) Facilitator Notes

1) An SOP helps the battalion's units respond to and manage information regarding similar situations that are likely to be confronted by its subordinate units. The SOP identifies the steps that should be taken so subordinate units can act quickly, efficiently, preclude the omission of important steps, and minimize the wasting of time when a unit is faced with a situation. It establishes accountability by establishing standardized procedures and expectations. It also supports continuity when units and personnel rotate. When all relevant parties are familiar with the SOP, it supports coherence and harmonization.

2) There are a variety of formats for an SOP. Following is an example that might be used for a CRSV SOP:
    - Purpose
    - Conditions (When is the SOP applicable?)
    - Definitions
    - Procedures
        - Incident response procedures
            - Secure the area
            - Protect victims/witnesses
            - Take appropriate action against perpetrators
            - Reports to higher headquarters (company, battalion, sector, FHQ, mission)
            - Battalion HQ contacts Women Protection Advisor and arranges transportation if necessary
            - Contact local law enforcement
            - Provide medical assistance
            - Arrange follow-up actions
        - Procedures for handling CRSV victims
        - Procedures for handling CRSV perpetrators
        - Preventive procedures
    - Responsibilities
    - Coordinating Instructions
        - Reporting
        - Parallel reporting
        - Coordination with other organizations
        - Other coordinating instructions
    - References
    - Appendices

3) A checklist for handling victims includes short, medium, and long-term guidance on protection, medical treatment, and interviews. It is important for peacekeepers to be responsive and to treat victims with dignity and compassion. In addition to providing immediate assistance, they must care for the victim until the time that a responsible authority assumes responsibility for the victim. Important steps include securing the victim, medical stabilization, and evacuation to a medical or other appropriate facility. Initial medical care may include treatment for shock. The woman should be evacuated to a medical clinic and receive post-exposure prophylaxis (PEP) to prevent HIV infection as soon as possible.

Referral arrangements are under the overall coordination of the UN Country Team (if present) and the Xland government, and referral pathways should be provided by Women Protection Advisors. They are responsible for identifying the health service provider, and the peacekeepers are responsible for transporting the victim to this location. Consideration should be given to the victim's security after being transferred from the peacekeepers' control. Follow up actions include witness questioning, longer term care and reintegration, and information sharing. While these will likely be the responsibility of other organizations, the unit may be involved.

4) A checklist for dealing with perpetrators includes short, medium, and long-term guidance on engagement, detention, and disarmament. Violent acts should be stopped in accordance with the ROE. In many cases the peacekeepers should detain perpetrators. Detainees should receive humane treatment in accordance with international humanitarian law and international human rights law. Peacekeepers should quickly transfer detainees to other appropriate authorities (usually the host state police).

Scenario 2
Unit CRSV Mitigation Preparations

Scenario 2 Situation

Your battalion arrives in an unstable area with a history of numerous CRSV incidents, intercommunal violence, and conflict between undisciplined security forces and armed rebel and criminal groups. The unit intends to conduct frequent mounted and dismounted patrols to maintain an effective presence and help improve security. The commander has directed the staff to prepare a CRSV checklist to help patrols identify and report on CRSV. In addition, the commander wants the staff to identify local actors, programs, and stakeholders that can help mitigate CRSV.

Questions for Discussion

1) What are indicators that patrols should look for in order to assess the local situation regarding CRSV?

2) How can the headquarters systematically obtain and analyze information from patrols?

3) What other actors, stakeholders and programs are available to provide information and address CRSV in the unit's area of operations? How can the unit safely contact and coordinate with these other actors?

4) What are the regimens that leaders and patrols should take to support CRSV mitigation?

5) What other measures should the unit adopt to help address CRSV?

Scenario 2 (Unit CRSV Mitigation Preparations) Facilitator Notes

1) Patrols must do more than simply drive around; they should also interact with the population. They should look for indicators such as:

- Presence (or lack of presence) of women, their activities, and their demeanor (note: allowances should be made for cultural norms; for example, women may disappear from view when armed strangers such as a peacekeeping patrol arrive).
  - Are women present in expected numbers?
  - Do they appear to be engaging in normal activities (e.g., going to market)?
  - Do they appear secure (e.g., feel safe enough to be alone)?
  - Do they show evidence of victimization, injury, or mistreatment?
  - Are they willing and able to engage in conversations?
  - Does the populace and specifically women avoid certain areas?
  - Are there large numbers of pregnant women and girls?
  - Are females begging for food and promising sexual favors in return?
- Presence and activities of children.
- Activities and demeanor of males (towards women and towards the patrol).
- Indications that people are intimidated into being silent.
- Presence of internally-displaced persons or people who seem like they are displaced.
- Presence and capability of local police and other security actors.
  - Do local authorities have control of the area? If there is little control, it is more likely that CRSV is a problem.
  - What are assessments from local police? (However, they may sometimes be perpetrators.)
- Ability of the village to report sudden threats and obtain responsive assistance.
- Recent CRSV history and population concerns (obtained through interviews with inhabitants.
- Assessments of humanitarian personnel.
- Frequency of CRSV cases at local medical clinics or hospitals.
- Perspectives of local people who provide medical care, such as midwives, nurses, or traditional practitioners.
- Vacant homes.
- Alternatively, people are afraid to leave their homes.
- Women and children sleeping "in the bush."
- Signs of recent violence.
  - Human remains.
  - Burned/destroyed huts.
  - Dead livestock.
  - Injured personnel.
  - Shredded clothing on the ground.

3) Patrols should be given information collection requirements similar to those above, and debriefed upon completion of their mission. Collective debriefs are preferred, as different members of the patrol will observe different things. Based on patrol reports and other sources of information, the battalion staff should assess the CRSV threat level and monitor the situation over time. Assessments should be revised frequently, as the situation will change.

4) In addition to obtaining information from patrols, peacekeepers can obtain information from other actors. Information may also be obtained from the local and international media, and many research institutions publish useful on-line reports on all conflict areas.

Potential actors in the area of operations who can provide useful information may include:

- Women Protection Advisors.
- UN Country Team.
- Humanitarian and development organizations.
- The Protection and Gender Clusters (if present)
- NGOs and international organizations such as Women for Women International; Amnesty International; International Rescue Committee; War Child UK
- Local hospitals and clinics; midwives; traditional medicine practitioners.
- Local police.
- Village and tribal leaders and elders.
- Civil society groups.
- Informants in armed groups; escapees from armed groups.
- Teachers.
- Missionaries and religious institutions.
- Border authorities.

These actors will often be vital to address CRSV comprehensively. The battalion staff should record locations and contact information with these and other actors. In some cases, the actors may avoid direct contact with the unit, in which case the battalion may have to rely on intermediaries. The unit should be discrete about information obtained from these sources, as perpetrators may retaliate against them if they cooperate with the peacekeepers. Community alert networks can be established so that people can safely report CRSV incidents; however, they may be too afraid of the perpetrators.

5) Patrols will need reliable communications equipment to submit reports. Surveillance equipment, including binoculars and night vision devices, and GPS (if available) will improve their effectiveness. They will need to be able to communicate with the population, and will require interpreters if they do not speak the local language. In some cultures patrols should include female participants to interact with local women and girls. Patrol leaders should ensure their soldiers are fully briefed and maintain a professional and disciplined appearance. Patrols should rehearse actions such as encountering a CRSV victim, providing medical treatment, and detention of perpetrators. Patrols should have cameras and other recording devices, although they must be careful to preserve confidentiality of victims. Personnel should be familiar with local culture and should be able to speak some phrases in the local language.

6) The unit can take other preparatory measures such as having a staff officer gain familiarity with host state laws related to gender equality and human rights. Even though these may not be practiced at the local level, they can provide a basis for changing norms. Units can support the conduct of regular councils or other meetings to address CRSV and other human security issues, and encourage the active participation of women in these sessions. Units should train soldiers to make them more aware of CRSV, and attempt to integrate women into small units, which will likely require additional training for such integration to be successful. CRSV should be included in public information activities.

The capacity to move quickly by air, vehicle or on foot to areas of high incidence or potential

flash points is crucial. Units need appropriate equipment, such as night vision devices, since most cases of sexual violence occur during the dark hours in unlit areas. Units need a rapid reaction capability, such as a quick reaction force that is able to deploy on short notice. Long-range extended patrols should be used during dark hours, with interpreters, and from mobile operating bases (MOBs) based in villages or in the field. Observation posts that maintain surveillance over known areas of CRSV and routes used by perpetrators can be effective.

Small units must be disciplined, professional, and proficient in soldier skills. Leaders must be proactive and demand high standards. The unit should be flexible and adaptive, able to conduct "soft soldiering" but being mentally and physically capable of quickly changing to using force according to the ROE. It should be fully willing and capable of implementing the presence-posture-profile (PPP) concept.

Scenario 3
Unit CRSV Reporting

Scenario 3 Situation

In the past two months, the peacekeeping battalion has received several reports of CRSV incidents from subordinate units. The battalion commander has noticed that excessive time is spent collecting information from the units and providing reports to the higher headquarters. The commander has directed the staff to create a report format to streamline this process and facilitate information management and assessment of trends.

Questions for Discussion

1) What critical information elements should be collected to facilitate comprehensive yet efficient reporting and data management?

2) How can victim's personal identities be protected?

3) How should the report be formatted (are there any existing models that can be adopted)?

4) How can the information be used for trend analysis?

5) How should reports be modified based on subsequent actions or as new/revised information is acquired?

6) To whom should the reports be sent?

NOTE: Incident reporting can be incorporated into CRSV scenarios that are used in small unit situational training exercises.

Scenario 3 (Unit CRSV Reporting) Facilitator Notes

1) Critical Information Elements.
   - Incident information: (number of victims, names, age, gender, ethnicity, location, perpetrators, witnesses, time of incident, description of incident and relevant circumstances)
   - Unit Information: (unit, mission, leader)
   - Mitigation efforts: (actions taken, treatment of victims, detention and disposition of perpetrators, evidence collection (e.g., photographs) agencies notified, measures taken to prevent future incidents)

2) Reports may have to use aliases to protect the identities of victims and witnesses who might face retaliation if they are exposed. However, the actual information must be preserved to support any subsequent prosecution efforts.

3) Reports should indicate:
   - Who (reporting unit, victims, witnesses, perpetrators, other relevant parties).
   - What (describe incident and subsequent actions)
   - When (date/time of incident and other associated events)
   - Where (location of incident and other associated activities)
   - Other (other relevant information, such as any background to the incident, contributing factors such as inter-communal violence, or recommendations to prevent future incidents)
   - Follow-up information (updates that add relevant information, make corrections, or supplement the original report)

Other models that can be adopted include serious incident reports, police reports, or military spot reports. It may be beneficial to have a distinct format for a CRSV incident report; on the other hand, it may be more efficient to have one format for serious incidents of any type. Generally, all mission units should use the same report format to support higher level analysis.

4) The battalion staff should be able to collect and analyze reports over time to identify patterns (e.g., high-risk locations, activities and profiles of perpetrators, and the effectiveness of preventive measures). Map displays, data bases, and periodic consolidated reports and assessments can facilitate this. Information from specific "incident reports" will be included in routine unit "situation reports" that are provided on a recurring basis (e.g., daily, weekly, monthly, etc.)

5) The battalion needs a system to preserve the original reports, yet permit follow-up reporting to account for new information or subsequent related developments that occur.

6) Reports will be sent to the higher headquarters, but provisions should be made for parallel reporting with other stakeholders (e.g., Women Protection Advisors, local police, other international organizations). The unit should follow established policies for sharing information with other organizations.

Scenario 4
Patrol Encounter: Rape Victim

Scenario 4 Situation

A squad-sized patrol is driving along a trail in an uninhabited area approximately three kilometers from the nearest village. They see a partially-clad woman crawling towards the trail and stop to render assistance. She appears to be in a state of shock, but is able to say that she was getting water for her family and was abducted by four armed men and gang-raped. The men wore different mixtures of military-type uniforms and spoke in a language she did not recognize. The rape occurred about 500 meters away from their current location, and she believes the rapists are probably still in that vicinity.

Questions for Discussion

1) What actions should the patrol take?

2) What is the basis for action in the situation according to the mandate and ROE?

3) What should the patrol commander do if the perpetrators are members of (a) an armed rebel group, (b) Xland security forces, or (c) the peacekeeping force?

4) What should higher level commanders do upon learning about the incident?

5) What can the unit do to prevent sexual violence in areas where there is no local law enforcement to protect women?

NOTE: This scenario is suitable for small unit situational training exercises.

Scenario 4 (Patrol Encounter: Rape Victim) Facilitator Notes

1) The patrol leader should secure the woman and report to the Company Headquarters. The patrol should attempt to locate the perpetrators and disarm and detain them, using force if necessary.

The patrol medic should provide treatment to the woman, including treatment for shock. The woman should be evacuated to a medical clinic and receive post-exposure prophylaxis (PEP) to prevent HIV infection as soon as possible. Referral arrangements are under the overall coordination of the UN Country Team (if present) and the Xland government, and referral pathways should be provided by Women Protection Advisors. They are responsible for identifying the health service provider, and the peacekeepers are responsible for transporting the victim to this location.

2) The mandate and ROE (especially part 2-2) permit action to be taken against the perpetrators. By their actions they may be viewed as "imminent threats" to the victim and other women.

3) Regardless of their identities, the patrol should escort the detainees to its higher headquarters. If the perpetrators are rebels, members of criminal groups, or members of the Xland security forces they will be handed over to the local authorities for further disposition. If the perpetrators are peacekeepers they will be transferred to their contingent which is responsible for enforcing the mission's SEA policy and handling any disciplinary matters involving its soldiers.

4) Higher headquarters may have to deploy additional forces to the scene and arrange for evacuation of the woman to a medical treatment facility. If the mission has Women Protection Advisors or similar officials, the unit should notify their office of the incident and facilitate a link-up with the victim. Local police authorities should be notified, and depending upon their competence the unit may transfer responsibility for the case to them.[2] These incidents should be reported to higher echelons, which in turn should emphasize with Xland authorities the extent of the problem and the need to sensitize Xland security forces regarding sexual violence.

Beforehand, the unit should have ensured that patrols are able to respond effectively to such situations. This includes training in the ROE, detention procedures, reporting, and handling of the victim. Patrols should have a medic or someone trained in advanced first aid.

5) Commanders should consider the use of night and helicopter patrols, quick reaction units, staying overnight in the area. Uniformed peacekeepers may work with humanitarian agencies, especially within the protection cluster, to establish referral networks for sexual violence victims to access medical and psychosocial support. Commanders should discuss with the local military and police authorities the security of roads where women have to walk along for water, market, firewood, or other necessities.

[2] In many situations, it might be advisable NOT to notify the local police immediately, if they are potentially responsible for the incident or are suspected to have close links to the perpetrators. The facilitator should invite discussion about the relevant considerations for this decision.

Scenario 5
Patrol Encounter: Report of Abducted Children

Scenario 5 Situation

Kidnapping and sex trafficking is rampant in the area, and many children have been abducted and sold as sex slaves. A patrol is driving through the largest city in the area and stops at an intersection. Patrol members dismount, and within minutes a frantic man approaches them and says that there are abducted children, including his daughter, being held in a building across the street. He asks the patrol leader to rescue the children from their captors. There are two lethargic men in some sort of police uniforms standing nearby.

Questions for Discussion

1) How should the patrol leader react to the request to rescue the girls from their kidnappers and what action should he take?

2) What is the basis for action in the situation according to the mandate and ROE?

3) What can military commanders do to prevent sexual violence in areas where there is no local law enforcement to protect women and girls, or when any law enforcement present is unwilling or unable to do so?

4) What actions should be taken at higher levels (e.g., battalion, brigade, sector, and mission) to prevent similar situations in the future?

The patrol enters the building and 3 men flee out the back door. The patrol hears children crying behind a locked door. They break down the door and find three girls huddled on the floor.

5) How can the victims be assisted?

6) Should the patrol pursue the men?

NOTE: This scenario is suitable for small unit situational training exercises.

Scenario 5 (Patrol Encounter: Report of Child Sex Slaves) Facilitator Notes

1) The local population has high expectations that the peacekeepers will provide protection, and the mission's credibility is at stake. The Patrol Leader should attempt to calm the man down, gain more information, establish a security perimeter, protect the man if necessary, report the situation, and attempt to get the local policemen to investigate. Assuming the Patrol Leader has probable cause to believe that action is required and authorized, and the local security forces are unable or unwilling to take action, the Patrol Leader should try to locate the kidnapped girls and if necessary disarm the perpetrators. They should be detained and handed over to the Xland Police, along with any evidence the patrol obtains. The girls should be brought to a safe location as soon as possible, or handed over to responsible authorities. The situation should be reported to woman and child protection advisors in the mission.

2) The protection mandate including sexual violence is clear. Consideration must be given on the hostile intent and the historical precedent within the area of operations. The basis for action includes item 3 of the mandate and ROE part 2-2, which stipulates that peacekeepers are authorized to use force, up to and including deadly force, to protect civilians under imminent threat of physical violence. When and where possible, permission to use force should be sought from the immediate superior commander.

3) Governments hold the primary responsibility for ensuring the security of civilians in their territories. However, in conflict and post-conflict situations, the capacity of governments to live up to this responsibility may be limited. At times, the very government that is responsible for protecting the civilian population, including displaced people, may have caused the people to flee in the first place. In other cases, it has shown itself incapable of protecting its citizens from marauding rebel groups or sexual violence and persecution. In practical terms, this phrase stipulates that the military component should allow the authorities to take appropriate action whenever they demonstrate the intent and/or are capable of doing so. However, in case local security forces are insufficient, ineffective or untimely, the leaders in peacekeeping missions must continually urge the host governments to take more robust measures in order to ensure the protection of civilians and potentially and take action. They should consider ways to enhance safety around schools, orphanages, market places, and the routes to these locations. Peacekeepers may need to escort large groups of women and girls and maintain presence at these locations. Dismantling roadblocks or adding a peacekeeping presence and oversight role at checkpoints en route to schools and markets can reduce the risk of harassment and extortion. Peacekeepers should also patrol during irregular hours, especially at nighttime.

The unit, in close cooperation with civilian and police components of the mission can disseminate public information about potential threats and suggest protective measures such as having women and children move in large groups. By expanding their presence, peacekeepers and local police can help secure these groups and protect villages from retaliatory raids by armed groups. A protective environment can be shaped by involving local leaders and civil society groups, improving the capacity of police, building local communities, and establishing communications networks. Effective civil-military cooperation is important at all levels.

4) Military leaders at all levels should discuss the security situation with host state counterparts. They should closely monitor the performance of local police forces. They should report the results of these efforts to their own superiors, up to the Head of Mission, to enlist higher up support. The battalion/sector commander should discuss possible measures with the Mission's Human Rights Section, Child Protection Advisors, Women Protection Advisors, NGOs such as OXFAM, IRC, CARE, Save the Children, etc., and national civil society, including women's organizations, in the province capital.

For additional discussion: How to tackle situations in which the local population expects the mission to play a law enforcement role in the absence of adequate local authorities?

5) The patrol may have to provide first aid if the children are injured. Longer term assistance should be provided by other actors. If the mission has Child Protection Advisors, one should be contacted immediately. Village elders, local medical clinic and other applicable local dignitaries such as religious leaders, teachers, local women's organizations, human rights, civil affairs and Gender specialists and agencies with a protection mandate, such as UNICEF or UNHCR, can provide further assistance.

6) The patrol's first priority is to the victims. Once the men no longer pose a threat to the victims, it may not be within the mandate for the patrol to use force against the men. However, it is possible that in this situation the perpetrators will continue to be a threat against these and other children, in which case action against them may be legitimate. Preferably, their apprehension would be a matter for the Xland police.

Scenario 6
Sexual Violence in IDP Camp

Scenario 6 Situation

There have been reports of frequent incidents of sexual violence in a large IDP camp. Peacekeeping patrols have reported armed men freely entering and leaving the camp. Some humanitarian workers have told the country team that gangs have essentially taken over portions of the camp and that incidents of violence in the camp are increasing. Numerous women and girls have been sexually assaulted. Humanitarian supplies are being appropriated by the gangs, and the humanitarian workers themselves are occasionally accosted and forced to pay a "tax" to have access to aid recipients. This morning, a peacekeeping patrol found the naked corpses of two women in some scrub brush just outside the camp.

Questions for Discussion

1) What action should the patrol leader take?

2) What can the peacekeeping unit do to prevent sexual violence in the IDP camp?

3) Are there any deterrent measures that the battalion/sector commander can take, such as increasing patrols around the camp?

4) What are actions that other agencies could take?

5) What is the basis for action in the situation according to the mandate and ROE?

NOTE: This scenario is suitable for small unit situational training exercises.

Scenario 6 (Sexual Violence in IDP Camp) Facilitator Notes

1) The patrol should secure the immediate area, report the incident, and await the arrival of trained investigators. If they observe any potential witnesses they should attempt to question them. The other problems in the IDP camp are beyond the capacity of the patrol and will require extensive effort by the battalion and other actors.

2) There are various examples of good practice that can be drawn from other missions. For example, 'firewood patrols' have been provided to women leaving camps, with the military escort being used to deter attacks and sexual harassment. Such trips need to be organized in advance so that there are sufficient soldiers or police available. These should be instructed to use minimum force, if strictly necessary, but should generally keep a low profile and take care not to antagonize people from neighbouring areas. The area outside the site should also be subjected to regular day and night security patrols. However, the military normally should not patrol inside the camp, since this is a police function, unless there are exceptional circumstances and civilians are under threat (in which case military patrols inside the camp might be appropriate).

3) Protection should be provided for the camp or increased if protection is already provided. Patrols should be stepped up, specifically, patrols should be provided for the collection of firewood. Peacekeepers may interdict armed personnel who attempt to enter or exit the IDP camp. If it is possible to identify the group that the armed men belong to, the peacekeepers may be able to support camp administrators who attempt to negotiate with their leaders.

After discussing with the mission's civilian and police colleagues, the battalion commander should also liaise with the IDP camp representatives to address the issue of security for women within the camp itself: is there adequate lighting, are women vulnerable when using the latrines and showers, is the security for female-headed households sufficient? Ultimate responsibility for these issues rests with the national authorities, but the mission needs to provide accurate and up to date information about potential POC challenges, which can be used for advocacy purposes. The mission should also consider how they can strengthen the capacity of the national police on this issue, through training, awareness-raising, mentoring and monitoring. The camp clearly has inadequate security, and the mission, camp administrators, local police, and Xland authorities must determine how to disarm the criminal groups and implement internal security measures such as searching for hidden weapons and providing secure living areas and latrine facilities for women.

4) UNHCR is usually the body responsible to establish and run the IDP camp, although other organizations may also be involved. They will be responsible for providing support to victims of sexual assault. They may request additional presence and assistance from the peacekeeping mission.

5) The direct protection of IDPs is clearly within the mandate of the mission and the ROE would apply when peacekeepers attempt to protect IDPs. The unit should attempt to coordinate their efforts with the agencies responsible for running the camp so that their activities are not jeopardized.

Scenario 7
Patrol Encounter: Suspected Hostile Act in Progress

Scenario 7 Situation

A peacekeeping patrol passes an isolated host-state police checkpoint and observes a policeman dragging a struggling woman from a car to the guard shack while two other policemen restrain the car's male driver at gunpoint. The patrol stops, and one of the policemen quickly comes over and states that the woman was the wife of the other policeman and that the vehicle's driver is her brother. However, the patrol leader is skeptical about this explanation.

Questions for Discussion

1) What action should the patrol take?

2) What is the basis for action in the situation according to the mandate and ROE?

3) What are the long-term and systemic problems illustrated by this incident?

4) What can the peacekeeping unit do to deter sexual violence conducted by host state security forces?

NOTE: This scenario is suitable for small unit situational training exercises.

Scenario 7 (Patrol Encounter: Hostile Act in Progress) Facilitator Notes

1) The patrol leader has probable cause to doubt the policeman's explanation and conclude that the woman and her companion are at risk. If the patrol leader wants to question the policemen and civilians, they should be done separately to prevent the policemen from fabricating a story. If necessary, the patrol may use force to protect the woman and her companion.

   The higher headquarters may direct that the patrol detain the policemen; this will likely depend on understandings that are in place between the mission and the Xland government. Additionally, provisions may be necessary to secure the woman and her companion for an extended period of time.

2) The rules of engagement clearly authorize the use of force, if necessary in this situation. Inaction by the patrol would essentially condone such behavior.

3) The scenario indicates poor training and discipline in the Xland police forces, a culture of impunity, and the possibility that security forces are corrupt and prey upon the population.

4) The incident suggest that Security Sector Reform efforts are needed, including training, monitoring, and perhaps the creation of an Internal Affairs unit to combat such practices. Such incidents should be addressed in discussions with high-level leaders in the Xland security forces. Civilians should have methods to report such incidents without risk of retribution. Peacekeeping patrols should have a robust presence and be on the alert for this type of misbehavior by Xland security forces. It must be a topic of emphasis between the mission and the local and national Xland authorities.

Scenario 8
Checkpoint Encounter: Escaped Sex Slave

Scenario 8 Situation

A young woman approaches a peacekeeping checkpoint. The peacekeepers see that she has been injured and appears weak and dehydrated. Through an interpreter she states that she has been held against her will as a sex slave after being kidnapped by an armed group from her village several weeks ago. Two nights ago she escaped from the base camp which appears to be located to the northwest. The armed group has 20-30 personnel, including child soldiers, and she states that there are 14 other women and girls being held there, as well as 4 boys who are also being held as sex slaves. Her village is located approximately 20 kilometers to the north.

Questions for Discussion

1) What actions should the peacekeeping personnel and units take?

2) What is the basis for action in the situation according to the mandate and ROE?

3) What action can be done in the long term to help others who are sex slaves in the area?

NOTE: This scenario is suitable for small unit situational training exercises.

Scenario 8 (Checkpoint Encounter: Escaped Sex Slave) Facilitator Notes

1) The unit should secure the woman, medically stabilize her, and report the incident. A Women Protection Advisor should be contacted and assume responsibility for the woman, although this may happen after she is evacuated to a medical facility. The woman should be afforded the opportunity to return to her village, but only if her security can be ensured as she has already been kidnapped from that location once before. Other considerations include her psychological condition and the reception she is likely to receive from her community.

   The mission should also consider how to secure the release of the remaining captives. It will have to obtain more detailed information as regards the location and identity of the armed group. Negotiations should be attempted first (possibly via tribal leaders, NGOs, host state authorities, or some other intermediary). If negotiations fail, a military operation to rescue the captives should be considered, and the unit should begin planning for this contingency as early as possible. Preferably, such an operation would be conducted by host state security forces.

2) The mandate and ROE clearly permit the peacekeepers to assist the victims in this situation. However, civilian protection is the primary responsibility of the host state, and the mission should be cautious about encroaching upon the Xland government's jurisdiction unless the Xland authorities are unwilling or unable to act.

3) The Xland government and security forces eventually must establish legitimate governance and security over the country. Effective Security Sector Reform, Disarmament Demobilization and Reintegration, and Transitional Justice programs must be implemented. A political settlement may be necessary before armed groups are willing to disband.

Other Scenarios

Units can also develop other scenarios regarding CRSV, sexual exploitation and abuse (SEA), and the protection of civilians. SEA scenarios are useful to demonstrate the impact on the victim and the complexity of addressing sexual relations between soldiers and the local community. They help foster proper attitudes and conduct for peacekeepers and help them understand why such actions are discouraged. They increase awareness of the short- and mid-term impact on victims, their families, the battalion and the mission, and babies born as a result of sexual relations or SEA in peacekeeping/peace support operations contexts. Possible scenarios include the following.

1) What should a unit do if it encounters a child "bride" being kept by an older man? What if the "bride" has escaped and says she had been abducted?

2) What should the unit do if a mother and infant appear at a mission base and the mother claims the father is a peacekeeper stationed there?

3) What should the unit do if it encounters a male rape victim?

4) What should the unit do with a baby if it was abandoned by a mother who was a rape victim?

5) What should the unit do if it receives a report that mass rapes occurred at a village in the area of operations?

6) What should the unit do if a victim is rejected or threatened by the victim's family or community?

HANDOUT: CRSV SCENARIOS

Scenario 1 (Unit SOP for CRSV Incidents). The battalion commander directs the staff to develop a Standard Operating Procedure (SOP) for handling CRSV incidents, so that units may be better prepared to address CRSV in a standardized but effective manner. At a minimum, the SOP should address how units should handle both victims and perpetrators when an incident is occurring or has occurred. Additionally, the commander wants the SOP to address systemic measures to help prevent CRSV in the area of operations. The commander wants the staff to provide an initial outline of this SOP tomorrow morning.

Scenario 2 (Unit CRSV Mitigation Preparations). Your battalion arrives in an unstable area with a history of numerous CRSV incidents, intercommunal violence, and conflict between undisciplined security forces and armed rebel and criminal groups. The unit intends to conduct frequent mounted and dismounted patrols to maintain an effective presence and help improve security. The commander has directed the staff to prepare a CRSV checklist to help patrols identify and report on CRSV. In addition, the commander wants the staff to identify local actors, programs, and stakeholders that can help mitigate CRSV.

Scenario 3 (Unit CRSV Reporting). In the past two months, the peacekeeping battalion has received several reports of CRSV incidents from subordinate units. The battalion commander has noticed that excessive time is spent collecting information from the units and providing reports to the higher headquarters. The commander has directed the staff to create a report format to streamline this process and facilitate information management and assessment of trends.

Scenario 4 (Patrol Encounter: Rape Victim). A squad-sized patrol is driving along a trail in an uninhabited area approximately three kilometers from the nearest village. They see a partially-clad woman crawling towards the trail and stop to render assistance. She appears to be in a state of shock, but is able to say that she was getting water for her family and was abducted by four armed men and gang-raped. The men wore different mixtures of military-type uniforms and spoke in a language she did not recognize. The rape occurred about 500 meters away from their current location, and she believes the rapists are probably still in that vicinity.

Scenario 5 (Patrol Encounter: Report of Abducted Children). Kidnapping and sex trafficking is rampant in the area, and many children have been abducted and sold as sex slaves. A patrol is driving through the largest city in the area and stops at an intersection. Patrol members dismount, and within minutes a frantic man approaches them and says that there are abducted children, including his daughter, being held in a building across the street. He asks the patrol leader to rescue the children from their captors. There are two lethargic men in some sort of police uniforms standing nearby.

Scenario 6 (Sexual Violence in IDP Camp). There have been reports of frequent incidents of sexual violence in a large IDP camp. Peacekeeping patrols have reported armed men freely entering and leaving the camp. Some humanitarian workers have told the country team that gangs have essentially taken over portions of the camp and that incidents of violence in the camp are increasing. Numerous women and girls have been sexually assaulted. Humanitarian supplies are being appropriated by the gangs, and the humanitarian workers themselves are occasionally accosted and forced to pay a "tax" to have access to aid recipients. This morning, a peacekeeping patrol found the naked corpses of two women in some scrub brush just outside the camp.

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About this Handbook

This document was developed by the Peacekeeping and Stability Operations Institute at the U.S. Army War College on behalf of U.S. Africa Command. It is intended for military leaders and trainers who have to consider conflict-related sexual violence in the context of peacekeeping missions. The handbook is a product of an AFRICOM conference on Women, Peace, and Security hosted at the U.S. Army War College in Carlisle, Pennsylvania in September, 2014 and was edited by Dwight Raymond of PKSOI. Grateful acknowledgement is extended to the following conference participants whose contributions were invaluable to the project.

Fanny Aboagye (Ghana)
Mane Ahmed (AMISOM)
Jennifer Alanyo (Uganda)
Rick Banks (USA)
Ibrahim Bindul (United Nations)
Chris Browne (USA)
Heather Bush (USA)
Mike Byers (USA)
Patrick Cammaert (Netherlands)
Ian Clark (USA)
Arianna De Reus (USA)
Genevieve Kotchami Fagnimon (Benin)
Alison Giffen (USA)
Anna Haberzettl (USA)
Wembou Halatoko (Togo)
Victoria Holt (USA)
Claudine Kabagwira (Rwanda)
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Sara Kapell (USA)
Berna Kayirangwa (Rwanda)
Jocelyn Kelly (USA)
Adjovi Kenou (Togo)
Grace Kiggo (Uganda)
Jenny Krug (USA)
Beth Lape (USA)
Amanda Magambo (Uganda)
Mumbi Mathangani (African Union)
Siva Methil (United Nations)
Yvette Mugumyabanga (Burundi)
Claudine Murekerisoni (Burundi)
Agnes Musoke (Uganda)
Susan Mwanga (Uganda)
Sarah Ninson (Ghana)
Josiane Nshimirimana (Burundi)
Frediane Nyandwi (Burundi)
Christine Nyangoma (Uganda)
Paule Leonie Ouedraogo (Burkina Faso)
Jurgen Prandtner (Germany)
Dwight Raymond (USA)
Susan Seruyange (Uganda)
Sara Simmons (USA)
Ann Stieglitz (USA)
Harnet Tsegie (United Nations)
Alicia Van Der Veen (USA)
Justin Warren (USA)

Notes

Preparing to Prevent

Conflict-Related Sexual Violence Mitigation

Scenario-Based Training

Peacekeeping and Stability Operations Institute
U.S. Army War College
Carlisle, Pennsylvania