



HANDBOOK



No. 12-16

JUN 12

Afghanistan Civilian Casualty Prevention

Observations, Insights, and Lessons

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Often, the effects of civilian casualties, though a result of tactical action, can have operational ... even strategic ... impact on the campaign. Commanders and leaders at all levels must ensure their units instinctively grasp the importance of protecting the civilian population and minimizing civilian casualties. Failure in this area could cost us the campaign.

— General John R. Allen, Commander, International Security Assistance Force (ISAF), Kabul, Afghanistan, 4 July 2012



Foreword

In full partnership with the Afghan National Security Forces, NATO, and the international community, we will conduct comprehensive operations to neutralize the insurgency, support improved governance, and enable development in order to protect the Afghan people and foster a secure, prosperous environment.

At the center of our counterinsurgency strategy in Afghanistan is protecting the civilian population from harm and unnecessary damage to property. Any civilian loss of life is detrimental to the coalition's cause. Avoiding civilian casualties must be a top priority and it must be at the forefront of all mission planning and execution. But to be successful, units must engage the Afghan civilian population to earn and keep their trust and confidence.

We have implemented numerous systems to track, respond, and reduce civilian casualties in Afghanistan. We have issued directives to our Soldiers at the tactical level, established standing operating procedures, established an approval process for operations, and instituted assessment teams for incidents. Like all military operations, we always look for improvements.

Lethal force is part of war, and we must ensure our Soldiers can protect themselves at all times. However, we must take measures to mitigate the impact on the civilian populace we are protecting. Through deliberate planning, training, tactical patience, and effective mission execution, the number of civilian casualty incidents can be significantly decreased and these negative effects minimized. Application of force must always comply with the law of armed conflict, applicable rules of engagement, and current tactical directives and other policies. The application of force must also be perceived by the people as judicious, appropriate, and proportional to the threat while protecting our troops and units.



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The Secretary of the Army has determined that the publication of this periodical is necessary in the transaction of the public business as required by law of the Department.

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Introduction

The U.S. military has long been committed to upholding the law of armed conflict and minimizing collateral damage. This includes the killing or wounding of noncombatant civilians — described in this handbook as civilian casualties or CIVCAS — as well as damage to facilities, equipment, or other property. Due to several factors, the impact of CIVCAS has increased to the point that single tactical actions can have strategic consequences and limit overall freedom of action. These factors include: the increased transparency of war, where tactical actions can be recorded and transmitted worldwide in real time; increased expectations for the United States' conduct of war in light of improved precision and overall capabilities; and the enemy exploitation of CIVCAS to undermine U.S. legitimacy and objectives.

Because of these factors, CIVCAS became a key operational issue in Afghanistan beginning in 2005. Despite efforts to reduce civilian harm caused by coalition forces, initial initiatives in Afghanistan¹ were not successful in mitigating the issue. Several high-profile CIVCAS events in 2008 and early 2009 highlighted the lack of progress in effectively addressing CIVCAS. The Bala Balouk CIVCAS incident in May 2009 resulted in increased emphasis and focus by the International Security Assistance Force (ISAF) leadership on the reduction of CIVCAS.

Since mid-2009, ISAF leadership has consistently and strongly emphasized the importance of reducing CIVCAS, both by modifying procedures and policies and by urging tactical patience when feasible to aid discrimination. The COMISAF continues to stress to currently deployed forces the importance of minimizing CIVCAS, and recently emphasized to ISAF contributing nations how they must better prepare incoming forces to deal with the issue of CIVCAS.

The ISAF has made significant progress in reducing CIVCAS, with a 20 percent reduction in ISAF-caused CIVCAS in 2010 and 2011 compared to 2009. At the same time, CIVCAS reduction and mitigation is a strategic as well as a tactical issue. Single CIVCAS incidents continue to negatively impact the ISAF mission and curtail necessary freedom of action. Because of this, continued vigilance is required in reducing CIVCAS during ISAF operations.

LTG Scaparotti (former Commander, ISAF Joint Command) shared a number of overarching principles for reducing and mitigating CIVCAS in Afghanistan with ISAF tactical forces. These principles, based on lessons from hundreds of CIVCAS incidents, include:

- **Consider tactical alternatives.** In decisions regarding the use of force, consider the best means of achieving the desired effects with

minimum CIVCAS. This can include exercising tactical patience when feasible.

- **Partner with Afghans to the fullest extent possible.** Historically, partnered operations are less likely to result in CIVCAS. Partnering also helps to develop mature Afghan forces, a key to successful transition.
- **Learn what is “normal.”** Behavior that seems inexplicable to U.S. forces can be normal for Afghans. When positive identification (PID) comes from perceived hostile intent, take every opportunity to confirm PID and consider if the behavior could be that of noncombatants.
- **Improve shared situational awareness.** Clearly and objectively share details with other forces and higher headquarters about potential threats, the operating environment, and your own status. Avoid leading language.
- **Leverage relationships with Afghans** before, during, and after operations to share responsibility, gain information, and reduce/mitigate CIVCAS.
- **Conduct battle damage assessment (BDA) whenever possible.** Detailed BDA of effects on the civilian population is essential for effective consequence management. There are many options for determining ground truth.
- **Be fast and not wrong.** Communicate information as soon as available but, to avoid damaging credibility, do not report details that are speculative.

This handbook describes the general principles listed above and provides concrete steps that Soldiers can include in their operations. In addition to avoiding CIVCAS, effective consequence management of CIVCAS is critical — the longest chapter of this handbook is devoted to this topic to provide a blueprint on how to respond when CIVCAS occurs. Importantly, these principles and steps are not meant to be burdensome, but rather are critical tools to enable success in the counterinsurgency mission in Afghanistan. The experience of prior ISAF soldiers has shown that efforts to reduce CIVCAS — and mitigate their effects when they occur — can be a win-win scenario, both reducing harm to civilians and maintaining mission effectiveness.

Endnote

1. Such as the Karzai 12 list and the initial COMISAF Tactical Directive in 2007.

Chapter 1

Use of Force

Protection of civilians is at the heart of the profession of arms. Consistent with law and ethics, a Soldier must balance the necessity of using force with the likely effects of using force. While the use of force may be legally justified, not all permissible force is necessary in every case, and forces must also consider second-order effects. A U.S. legal investigation summarized this point: “Just because we can shoot does not mean that we should shoot.”

The decision regarding the application of force is complicated in current operations in Afghanistan in that counterinsurgency (COIN) requires balancing multiple objectives. For example, capturing or killing enemy fighters and destroying enemy military capabilities are critical to success; protecting the civilian population and enhancing host nation legitimacy are also essential. Yet, using force to accomplish the first objective may undermine the second. The enemy using dirty tactics in violation of international law, such as refusing to identify its fighters and using human shields, further complicates a Soldier’s decisions regarding the use of force.

There are several sources of guidance that help Soldiers sort through these complex issues in their decision making regarding the use of force. The three main sources of guidance in Afghanistan are the law of armed conflict (LOAC), rules of engagement (ROE), and other theater guidance.

Law of Armed Conflict

The LOAC is an essential “floor,” or minimum baseline, of legal behavior for armed forces.¹ Soldiers must follow three basic principles of the LOAC in their use of force.

- **The principle of military necessity:** Requires Soldiers to engage in only those acts necessary to accomplish a legitimate military objective and attack only military objectives. The U.S. military may target those facilities, equipment, and forces which, if destroyed, would lead as quickly as possible to the enemy’s partial or complete submission.
- **The principle of distinction:** Requires Soldiers to engage valid military targets only, discriminating between lawful combatant targets and noncombatant targets, such as civilians, civilian property, prisoners of war, and wounded personnel who are out of combat. Soldiers must separate military targets from civilians and their property to the maximum extent feasible.

- **The principle of proportionality:** Requires Soldiers to balance the benefit of an engagement — the concrete and direct military advantage anticipated by attacking a legitimate military target — and the cost in terms of expected incidental civilian injury or damage. Excessive incidental losses are prohibited. This principle encourages combat forces to minimize collateral damage.

This means that Soldiers must take constant care to spare civilians from harm. Noncombatant civilians and their property enjoy legal protection unless and for such time as they directly participate in hostilities. Commanders and leaders have a legal responsibility for ensuring that their subordinates observe the LOAC.

Rules of Engagement

ROE also govern how Soldiers use force. ROE are a more detailed set of rules consistent with LOAC that direct and guide the use of force and address self-defense, protection of civilians, detention, and restraint. ROE are designed to protect Army units and support their missions while minimizing the risk of CIVCAS. In Afghanistan, ISAF ROE uniformly apply to all partner nations operating under the ISAF mandate. Partner nations can add additional caveats to the ROE that further restrict the use of force. The ISAF ROE do not include self-defense criteria but defer instead to national ROE self-defense guidance for each partner nation. Therefore, the collective ROE for soldiers under the ISAF mission consist of the U.S. standing ROE (SROE for self-defense) and theater ISAF ROE.

Other Theater Guidance

In Afghanistan, other factors also shape decision making regarding the use of force. Commander's guidance aims to help forces to make appropriate choices regarding how Soldiers use force. Commanders may provide guidance by writing letters to forces, issuing statements of intent, or issuing more formal and official communications such as fragmentary orders or tactical directives.

Tactical directives have received significant emphasis from recent COMISAFs in shaping the use of force. In Afghanistan, tactical directives began to emerge in 2007 in response to repeated uses of force that caused CIVCAS under circumstances that deeply concerned the command. The ISAF tactical directive directs that certain tactics be pursued before others in the interest of minimizing CIVCAS while maintaining force protection. While this is, in essence, a consideration of both necessity and proportionality discussed above, the ISAF tactical directive exceeds the legal requirements of the LOAC.

The emphasis on minimizing CIVCAS through shaping Soldier decisions on the battlefield was driven not by international law but by an operational

imperative: minimizing CIVCAS was viewed as a critical element to the population-centric COIN campaign. Forces are still adjusting command and control processes, terminology, and attitudes to adapt to this guidance. Unlike ROE, tactical directives are not legally binding but rather communicate commander's intent.

Guidance at lower levels of leadership, command climate, unit culture, and individual character also play a role in the decisions of individual Soldiers, Sailors, Airmen, and Marines. Forces must be able to make split-second decisions that incorporate all of these factors under challenging circumstances. Importantly, no theater guidance takes away a Soldier's inherent right to self-defense.

Positive Identification

A Soldier's decision to pull the trigger begins with positive identification (PID) of the target. A Soldier can engage a target in one of two circumstances:

- **Declared hostile:** Individuals are declared hostile based on their affiliation with known enemy groups. Engagements are authorized against these individuals in offensive and/or defensive operations.
- **Self-defense:** Soldiers can engage individuals when they are facing an imminent threat. The threat can be a person either committing a hostile act or exhibiting hostile intent.

A Soldier must confirm PID of the target based on one of these two conditions before they use force. This requirement for PID applies to both offensive and self-defense engagements.

Clear and consistent language and terminology play critical roles in decision making regarding PID. In situations of limited time and great danger, forces must convey diverse information and perspectives on a given situation to inform the ground commander's decision. Language may contain assumptions, have associations, or create visual images that imply more than the facts support. PID decisions can be influenced by choices about what information is communicated and how it is communicated.

A number of incidents have illustrated the danger of using "leading language" or selective facts that might unintentionally suggest hostile intent. One such commonly used term is MAM (military-age male), which implies that the individuals are armed forces and therefore legitimate targets. Another common practice is characterizing anyone who is digging as an improvised explosive device (IED) emplacer, when he might be engaged in other activities such as farming or irrigation. Similarly, abbreviated descriptions of Afghans holding tools (e.g., shovels) may convey the idea of carrying weapons (long-barreled weapon) unless the language is qualified.

The description of individual or vehicle movement — using language such as “suspicious movement” or “flanking” — can also lead to assumptions regarding hostile intent that may be unfounded.

Three Questions for the Use of Force

Once a Soldier has PID, the decision of whether or not to pull the trigger is based on several factors. First of all, is the engagement an offensive engagement or is it based on self-defense? While CIVCAS can occur during offensive operations, the vast majority of CIVCAS occur during engagements based on self-defense. Soldiers in Afghanistan have learned to ask a series of simple questions to help protect themselves against threats while also following the ROE and COMISAF guidance:

- **Must I shoot?** This is based on self-defense considerations. Engagements are authorized for self-defense. Forces should shoot if they are facing an immediate threat and there are no alternatives other than the use of force to neutralize that threat. In that case, the decision to use force is straightforward. If the threat is not immediate, then forces move to the second question.
- **Can I shoot?** If the threat is not immediate, then forces should determine whether the potential threat is real and whether it is imminent, which is not necessarily immediate. Is there a true hostile act (e.g., an individual shooting a weapon in the direction of a Soldier) or hostile intent (e.g., an individual pointing a weapon in the direction of a Soldier or placing an IED in the road)? If the threat is real and imminent, then force is allowed under self-defense considerations. However, if the threat is not immediate, there is time to ask the third question.
- **Should I shoot?** Even when force is authorized, this does not mean that the use of force is always the best option. In the situation, could force be harmful to the overall mission? Are there civilians in the area, such as children playing in or adjacent to the engagement area? Are you going to fire into a madrasah? In these cases, the benefit of engaging the enemy may not be as significant as the potential negative second-order effects of that engagement.

Tactical Alternatives

In cases where Soldiers have the opportunity to consider various options and ask the question “Should I shoot?,” they can consider tactical alternatives. For example, some forces had a procedure of calling in close air support (CAS) whenever they were in a troops-in-contact situation. But the tactical directive caused them to re-evaluate their use of air platforms as the default response, and they started using organic fires and maneuver as an

option that was more discriminate. In general, forces considered three types of tactical alternatives:

- **Shaping.** Soldiers can plan for potential situations and proactively shape the environment to prevent a situation before it occurs. One example is the thoughtful placement and design of a checkpoint. Positioning a checkpoint at a place of limited visibility compresses timelines for decision making and determination of intent, which can contribute to a faulty assumption of hostile intent. Conversely, designing a checkpoint with plenty of visibility or with physical barriers (either natural barriers or artificial ones like T-walls) to channel and slow down traffic buys time for decision making as well as increases the safety of forces.
- **Alternate tactics.** Soldiers can consider different options to deal with the situation. One example is a unit deciding to use its sniper to neutralize an insurgent instead of using indirect fire or CAS. Similarly, some units use nonlethal weapons before they resort to lethal force. Sometimes this means acting in such a way that force is not necessary. In one incident, Soldiers were standing at the side of a road and trying to cross through local traffic. The Soldiers signaled oncoming vehicles to stop so that they could cross. One vehicle did not respond to their signal, so the Soldiers escalated force, which ended by them firing at the vehicle, causing a CIVCAS. An alternate tactic in that situation could have been for the Soldiers to let the vehicle go by and then cross the road.
- **Tactical patience.** When Soldiers are not facing an immediate threat, they can exercise tactical patience and take additional time to confirm PID and situational awareness. This is especially valuable when PID is based on perceived hostile intent, as many Afghans have been shot because they were behaving in a way that was unexpected or misunderstood by coalition forces. If Soldiers are coordinating with other forces to obtain fires, this can also involve confirming the known facts with those forces to ensure that all involved have a common understanding of the situation.

Forces in Afghanistan developed a number of best practices regarding tactical alternatives. For example, one battalion discussed how it had moved away from raids to catch enemy forces. Instead, it conducted “census” operations in partnership with Afghanistan National Security Forces (ANSF), culling out enemy hiding within the population. Other forces discussed forgoing airstrikes and depend instead on maneuver and organic fires, or specialized capabilities such as snipers, to kill the enemy with reduced second-order effects. Also, partnering with Afghan forces can help, as they tend to better discriminate collateral damage considerations, they

can communicate with local Afghans and de-escalate situations, and they help in consequence management (if needed). Partnering also helps to share accountability.

Examples of Tactical Alternatives

In some cases, forces accepted increased risk in order to promote the objectives of protecting the population and reinforcing Government of the Islamic Republic of Afghanistan legitimacy. The imperative to assume greater risk during COIN than conventional operations is reinforced in Field Manual 3-24, *Counterinsurgency (COIN)*:

Combat requires commanders to take some risk, especially at the tactical level. Risk takes many forms. Sometimes accepting it is necessary to generate overwhelming force. However, in COIN operations, commanders may need to accept substantial risk to de-escalate a dangerous situation.

Below are a few examples of units in Afghanistan taking additional risk to employ tactical alternatives, including the use of tactical patience, in consideration of potential negative second-order effects.

- **Children in the road:** An attack helicopter pilot observes two individuals digging in a road. He believes they could be people laying an IED along a road the ISAF travels. Instead of targeting them, the pilot repositions to obtain a different vantage point. From this different perspective, the two individuals are clearly children digging in the road. The helicopter pilot does not fire.
- **Barricaded by demonstration:** A platoon sergeant observes a group of Afghan civilians gathering for a demonstration. He notices civilians erecting a barricade in front of his vehicle. Attempting to back out of the area, he realizes he has been barricaded from behind as well. Because the demonstration appears peaceful, he moves his vehicle to a position where he can watch the crowd and wait rather than force his way out.
- **Possible fighter in field:** A joint U.S./Afghan National Army (ANA) patrol sees an individual in a nearby field with a possible weapon over his shoulder. An ANA soldier fires at the individual and misses. The U.S. squad leader stops him, and they look at the individual through binoculars. The individual is a farmer carrying a shovel.
- **Hot spot on a ridge:** A unit observes an infrared “hot spot” on a ridge where it has received indirect fire from in the past. The commander in the tactical operations center (TOC) presses on station close combat air (CCA) to fire at the target. The CCA decides to hold fire and further

develop the situation. The CCA discovers that the “hot spot” is a child who had started a camp fire.

Vignettes

Below are a few vignettes showing how the three questions and consideration of tactical alternatives can inform decisions regarding the use of force.

Vignette 1. An enemy sniper engaged an Army patrol moving through a village. The unit is pinned down by effective fire, with no ability to maneuver or withdraw. Soldiers are exposed to enemy fire.

- Must I shoot? In this case, the answer is yes, to protect the force against an immediate threat with no option to withdraw.

Vignette 2. An insurgent has barricaded himself in a house. He has fired at an Army patrol in the area, but his visibility is restricted, and the patrol was able to position itself outside of his limited range of fire.

- Must I shoot? In this case, the answer is no, since the force is not facing an immediate threat.
- Can I shoot? The answer is yes, since the force is facing a hostile act. Since that threat is real but not immediate, there is time to consider various options for the response.
- Should I shoot? This question is situation-dependent on factors such as whether there are collateral damage concerns (e.g., are there civilians in the house?) or other sensitive issues that could result in negative second-order effects of the engagement. When Soldiers ask themselves, “Should I shoot?”, they should also consider tactical alternatives.
- Tactical alternatives: Is there advantage in using tactical patience? Could the patrol call local Afghan police and see if they can try and de-escalate the situation or handle the engagement in partnership with the patrol? Can the unit call the village elder and find out if there are other occupants in the compound to better understand collateral damage concerns? Does the patrol have an organic sniper or sharpshooter?

Vignette 3. An AH-64D helicopter describes a group of individuals who appear to be emplacing an IED in the road. The AH-64D is observing them and reporting back to a battalion TOC. There are no patrols in the immediate vicinity.

- Must I shoot? In this case, the answer is no, since there is no force facing an immediate threat.

- Can I shoot? The answer is likely yes, since the individuals appear to be exhibiting hostile intent. However, the AH-64D should look for factors other than digging that indicate the individuals are emplacing an IED. Since that threat is not immediate, the third question should be asked, “Should I shoot?”
- Should I shoot? The AH-64D could use 30 mm or Hellfire missiles against the individuals in the road. In this case, the helicopter decides to exhibit tactical patience. It maneuvers to a different angle and zooms in. From the different view, it sees that the diggers are children digging in the road, with no IED materials apparent. Tactical patience has averted an incident of CIVCAS.
- Avoiding leading language. This case is an example of where leading language could have led to a misidentification of civilian noncombatants as enemy. The AH-64D could have described them as “enemy MAMs emplacing an IED.” The objective description the AH-64D gave (“a group of individuals who appear to be emplacing an IED”) was better since:
 - It did not know in fact that the group of individuals was enemy.
 - It could not tell that the individuals were MAMs, and using the term MAMs can make forces more willing to declare PID.
 - It did not know for sure that the individuals were emplacing an IED. There was no visible evidence of IED materials.

Endnote

1. The law of armed conflict is also referred to as the law of war or the law of land warfare, and sometimes as international humanitarian law.

Chapter 2

Predeployment Training

One of the most common themes when talking to troops on the ground in Afghanistan is that their home station training did not adequately prepare them for the complexities of dealing with the challenge of avoiding and mitigating civilian casualties (CIVCAS) in Afghanistan. Also, many units deploy to theater and re-learn lessons that have been identified by units preceding them. While all units address the CIVCAS issue to some level during training, there are specific items that units should train on to help them prepare for the issues they will face in theater. This chapter will provide those items.

The first point to make is while the rules of engagement (ROE) and law of armed conflict (LOAC) are critical elements for troops to train on, training on those items alone is not sufficient to prepare for the complexity of the CIVCAS issue. As explained by one brigade combat team (BCT) commander in Afghanistan, “The ROE and LOAC tell you what you can do; the tactical directive tells you what you should do.” To be proficient in avoiding CIVCAS, forces must be trained in much more depth than just the ROE and LOAC. CIVCAS avoidance and mitigation training must cover how to take CIVCAS into consideration from mission planning, through execution, to consequence management efforts in the event CIVCAS occur.

In addition, this training should occur both at the tactical and operational levels of command. While it is the forces at platoon and company levels that will come into direct contact with the civilian population and be at the greatest risk of participating in an operation that causes CIVCAS, the staff elements at battalion, brigade, and division levels will also be involved in CIVCAS avoidance and mitigation. Therefore, CIVCAS should be incorporated into all training, whether it is a platoon/company situational training exercise lane; a battalion staff exercise at the Mission Command Training Program; a brigade training event at the National Training Center, Joint Readiness Training Center, or Joint Multinational Readiness Center; or a division training event such as a mission rehearsal exercise.

While there will be certain training events focused specifically on CIVCAS, the issue of CIVCAS cuts across all types of operations. Therefore, units should incorporate CIVCAS avoidance and mitigation into all aspects of their training. This starts with mission planning. During the planning phase, units should consider the following:

- Identify points in the operation where there is a high risk of CIVCAS, looking at how to minimize these situations.
- Rehearse CIVCAS battle drills.

- Determine if and how to conduct a battle damage assessment (BDA) focused on identifying CIVCAS.
- Identify the appropriate Afghan leadership to contact in the event a CIVCAS occurs.

(See Chapter 3 for a full discussion of CIVCAS in planning.)

To properly train on avoiding CIVCAS during mission execution, units should incorporate realistic, real-world scenarios that will challenge troops to make difficult shoot/no-shoot decisions like they will face in theater. All scenarios that involve the possibility of the use of force should consider the principles in Chapter 1. Scenarios should incorporate many of the challenges for the different types of engagements that could result in CIVCAS (ground-to-ground fires, air-to-ground fires, indirect fire, and escalation of force situations) as detailed in the subsequent chapters of this handbook. In addition, units need to make every effort to train on the actual tools they will have while in theater, including vehicles; intelligence, surveillance, and reconnaissance tools; low-collateral damage munitions; and nonlethal weapons. While the goal of the training should be to avoid CIVCAS, it will be important to “force failure” to some extent; i.e., ensure the unit in training causes CIVCAS so it can adequately train on the necessary consequence management steps to mitigate the CIVCAS.

There are many aspects of consequence management that need to be trained prior to arrival in theater. One of the challenges during training is to cover the amount of time and attention forces must dedicate to mitigate the effects of CIVCAS. Units need to develop and train on CIVCAS battle drills at every level of command. These battle drills will not only help forces understand what actions they need to take, but also help reduce the amount of time forces must dedicate after a CIVCAS incident occurs. Consequence management efforts impact all levels of command — from the tactical through strategic levels. (See Chapter 7 for a detailed discussion of the different elements of successful consequence management for CIVCAS.) A few key areas of consequence management where predeployment preparation would be particularly useful are below.

Tactical forces need to train on how they will conduct a BDA that not only focuses on the effects on the enemy but also the impact to the civilian population. Once a CIVCAS is suspected or has been identified, all levels of command need to rehearse the actions they will take to mitigate the effects of CIVCAS. This will include conducting key leader engagements with Afghan leadership from the tribal to provincial level. Units need to identify how they will use the many tools available to conduct strategic communications such as the radio-in-a-box, press releases, and cell

phone communications with local leadership. Balancing the speed of communications with the need for accuracy and working to put an Afghan face on all communications are two aspects of communications that should be stressed in training.

Training should also exercise the reporting process described in the International Security Assistance Force Standing Operating Procedures 307, CIVCAS Handling Procedures. While the first impression report is relatively simple to complete, units need to prepare for the time and resources it takes to prepare the CIVCAS storyboard and CIVCAS assessment report. This includes planning ahead to get all the necessary information for these products.

Another critical aspect of consequence management is the condolence payment. During training, units need to exercise the complete process for these payments — from making the payment to how they will track how much they have paid and to whom. A condolence payment, accompanied by a sincere apology, is another key element of consequence management. Validating claims for condolence payments can be especially challenging when the CIVCAS are not identified until a day or two later when the Afghans come to a forward operating base with the claim. Like any situation involving money, this practice has also resulted in some fraudulent claims of CIVCAS in order to collect money. These challenges can be addressed through careful tracking and validation processes to ensure that claims for all incidents are paid for and that fraudulent claims are identified; such processes should be modeled in training.

Finally, units need to include the investigation process as part of their training. This is not only to solidify the process they will use to conduct investigations, but also to educate Soldiers that, although investigations are used to determine if negligence was involved, they are also used to validate whether CIVCAS actually occurred and to capture the details surrounding the CIVCAS for learning purposes. Soldiers often express concern that they get investigated even when they did everything properly. Including investigations in training and showing troops how those can be used to help learn from a CIVCAS incident may help alleviate those concerns. Conducting these investigations will usually require dedicating an officer for a significant period of time. This can be very difficult to replicate in training, but units should prepare to continue operations while investigations are conducted.

While this handbook provides a reference for the types of events that should be covered during training, there are many tools available to units that provide tactics, techniques, and procedures (TTP) that have worked in theater to reduce CIVCAS while maintaining mission effectiveness.

Units need to identify the most current TTP and incorporate them into their training. These TTP can come from lessons learned organizations, but often the most current TTP will come from the unit you are replacing. This is why it is important to make contact with that unit as soon as possible and ask it for information, to include CIVCAS avoidance and mitigation TTP.

Chapter 3

Planning Considerations

Effectively avoiding civilian casualties (CIVCAS) and the impact of casualties is more than making a snap decision before the pull of a trigger. Rather, the effort to avoid CIVCAS and mitigate their effects span the range of activities from predeployment training to planning, execution, consequence management, and ultimately learning from past incidents. Importantly, including CIVCAS considerations in planning can help Soldiers avoid situations where CIVCAS are most likely as well as lay the groundwork for effective mitigation efforts should they be necessary.

Consideration of Potential Collateral Damage

During mission planning, forces develop an understanding of the operating environment and potential enemy actions. Soldiers can use this to anticipate needed actions, including potential responses to enemy attacks and likely risks of CIVCAS that could result during engagements. If there are specific areas that are traditional hot spots, planning can include anticipated responses to attacks in light of the surrounding area, including preferred angles of attack that avoid collateral damage concerns. In case air support is necessary due to a troops-in-contact situation, many forces conduct premensuration of all compounds in the area so that collateral damage concerns can be quickly factored into engagements as needed.

Shaping

In addition to consideration of potential collateral damage, planning can also address potential situations where shaping the environment can prevent a CIVCAS incident before it occurs. One example is the thoughtful placement and design of a checkpoint. Positioning a checkpoint at a place of limited visibility compresses the timeline for decision making, which can contribute to a faulty assumption of hostile intent: Soldiers can assume that a vehicle is not stopping because it is believed to be a vehicle-borne improvised explosive device, when in fact it is a civilian vehicle but the driver needed more warning time to understand the situation and stop. Similarly, Soldiers can design a checkpoint with physical barriers (either natural barriers such as large rocks or artificial ones such as T-walls or concertina wire) to channel and slow down traffic. This approach buys time for decision making in addition to increasing the safety of forces. Consideration of these alternatives can allow more opportunity for de-escalation and prevent unnecessary escalation of force that can result in CIVCAS.

Shaping can also include planning for placement and employment of warning measures and nonlethal tools during the operation. Pen flares

are a common, less-than-lethal measure in Afghanistan that can provide a warning to an individual or vehicle before resorting to lethal force. Other nonlethal weapons, such as paintball guns and sponge rounds, have proved effective in de-escalating situations in cases where individuals were believed to be hostile but turned out to be civilians. Visual warning measures can also be useful to de-escalate situations, especially when Afghan drivers do not respond to verbal warnings or hand/arm motions telling them to stop. Technology can also aid in positive identification determinations. For example, the use of sniper or other long-range optics can help forces determine whether a person is carrying a long-handled tool or a weapon, reducing misidentification of locals as enemy.

However, it is not enough to have the equipment; Soldiers must have it ready when it is necessary for it to be effective. Planning should include consideration of placement of these tools so that they can be employed quickly when needed. Some forces expressed concern about an individual carrying a nonlethal weapon and not having a rifle to defend himself. Some forces worked around this by having a designated person with the nonlethal weapon covered by others so that force protection was not an issue.

Pattern of Life: Know the “Normal”

Pattern of life (POL) determinations are another important aspect of planning that can help to avoid CIVCAS. In planning for offensive operations, POL helps to set expectations for the level of enemy and civilian activity in the expected target area. POL both informs collateral damage estimates and the concept of operations for the operation — for example, the direction of ingress and egress can be optimized to move around areas where civilians are likely to be located. While POL is essential to planning for offensive operations, POL estimates can be low regarding women and children, since they tend to spend less time outside of compounds and therefore are less likely to be observed.

While formal POL is not required for all operations, an understanding of the normal patterns of life for local areas is valuable to have in general. One benefit is potential early warning of threats. For example, if forces include a discussion of the expected level of civilian activity in the operating area during planning, and then Soldiers notice, contrary to expectations, little to no civilian activity in an area or along a section of a road, this can be an indicator of a potential threat, such as an improvised explosive device (IED) or planned ambush. At the same time, understanding the level and nature of civilian activity can help Soldiers to better discriminate between the enemy and civilians. For example, in a number of cases, Soldiers were challenged to discriminate between true threats and normal civilian activity in a lower threat environment when civilians behaved in ways that were not anticipated. Such behavior included erratic and/or aggressive driving,

unresponsiveness to Soldiers calling them to stop (with local nationals either in cars or dismounted), and innocent digging in fields and around roads at night (when temperatures are cooler) that could be interpreted as hostile intent (laying IEDs).

Erratic Afghan driving is a common challenge to discrimination, as their aggressive driving can easily appear to be hostile intent. Sometimes it can even appear as a hostile act. For example, in Kandahar City, a car exited a side street and directly at a Task Force (TF) Kandahar convoy. Soldiers saw a man driving who was arguing with his wife, and the driver was distracted. They realized that this was not hostile intent, so one Soldier called to the others in the vehicle “Brace for impact!” and let the car hit them. This aggressive driving was also observed in Iraq: Iraqis were often observed to drive or otherwise act in a threatening manner when encountering coalition checkpoints, convoys, and patrols. When asked why Iraqis drive so fast, an Iraqi civilian interpreter replied: “It’s dangerous out there on the streets. There are a lot of kidnappings and car bombs going off. It is safer to drive fast to get where you are going without incident.”¹ Because this ability was so important, some forces developed in-theater training packages to exercise discrimination in challenging and realistic situations to provide a baseline understanding of “normal” for their specific operating environment. This enabled them to better identify deviations from the normal as real threats.

Laying Groundwork for Consequence Management

Though forces can reduce the instances of CIVCAS through careful planning, some level of CIVCAS is regrettably unavoidable in combat. Therefore, Soldiers must plan to manage the consequences of potential CIVCAS during operations. This includes the following elements:

- Prepare.
- Initial response and reporting.
- Assess.
- Share findings.
- Make amends to civilians affected.
- Deal with the local media and community.

While these steps are discussed in detail in Chapter 6, planning efforts (step 1) should lay the groundwork for success should consequence management efforts be necessary. For example, units should familiarize themselves with procedures and requirements of the International Security Assistance Force (ISAF) Standing Operating Procedures 307 for CIVCAS reporting before incidents occur. Units should also be prepared to assess the situation

after an engagement using a CIVCAS battle damage assessment (BDA) to determine whether there were CIVCAS. Since an accurate and timely BDA is critical to effective consequence management, forces often factored in their ability to conduct BDA prior to the release of any munitions. In some cases, fires were withheld because of potential adversary information operations (IO) concerns if they did not think they could conduct BDA.

Units should also prepare for investigations to be conducted, such as a commander-directed investigation (Army Regulation 15-6) and a joint incident assessment team (JIAT) investigation (both are discussed more in Chapter 7). In a CIVCAS incident where the ISAF is responsible for the casualty, preparations will need to be made for making amends to the family. Finally, communications will need to occur — with media, key leaders, and the affected community.

Civilian Casualty Battle Drills

Units should develop CIVCAS battle drills to rehearse how they would react in certain situations involving CIVCAS. One kind of battle drill covers how units should react if they encounter civilians in specific environments or during specific missions. The battle drill can be rehearsed and/or discussed both before the mission as well as when a patrol or convoy moves into those areas or begins to conduct the specific mission. CIVCAS battle drills should also be developed for consequence management, laying out essential elements for consequence management to be exercised any time CIVCAS were suspected. As part of this consequence management battle drill, planners should identify the appropriate Afghan officials and community leaders for key leader engagements (KLEs) in case CIVCAS response is required. The battle drill should also include advance preparation of press releases that can be used to rapidly get basic information out when there is known or suspected CIVCAS as a result of an operation.

Consequence management battle drills can also include other elements of CIVCAS response, such as KLE and IO activities, which can be executed regardless of whether CIVCAS had occurred. Units have found that it is good to plan to conduct these activities because “it was easier to control a situation early than to react to it several hours later, and [these practices] provided additional opportunities to engage the populace.”²

Coordination with Host Nation

Forces should consider the importance of planning in coordination with Afghan government, military, and local leaders. Soldiers often shared information on upcoming operations with village elders, provincial governors, and local Afghan National Security Forces (ANSF) leaders prior to operations. For example:

- “Before any operation, the provincial governor and local ANSF officials were informed. This was to get GIROA [Government of the Islamic Republic of Afghanistan] buy-in of the operation. This ... sharing of information assisted greatly in reducing civilian blowback and bad local press in the event of CIVCAS.”³
- “Under previous conditions ... units would have gone to close air support (CAS) or artillery earlier. Now, there is more coordination with the local leaders before employing those types of fires.”⁴
- “The relationship with the local authorities has evolved to include local leaders in clearance of fires.”⁵

This coordination can have a number of advantages. Local leaders and security forces have a better understanding of the local environment and culture, including Pashtunwali code whereby harming a member of an Afghan’s family could create enmity within that family for generations. Familiarity with acceptable ways to respond to CIVCAS incidents according to Pashtunwali is invaluable. Afghans can also help bridge the culture gap in redress, avoiding a backlash from coalition efforts to make amends. Another element Afghans bring is an understanding of specific tribal structures and nuances, which vary according to the specific tribe involved. One unit observed that a more powerful tribe, or one more connected to the local government, tended to respond more negatively to incidents. Forces said that they needed “a firm grasp on the tribal and geographic realities on the ground,” and coordination with the host nation leaders provided this.

A number of units institutionalized their coordination with local or national leadership. One example was TF Fury, which created a unified command team (UCT) consisting of local leadership and the ISAF prior to operations. The UCT was given the authority to make key decisions and processes during operations, such as whether the governor’s approval was needed before airstrikes or getting a local elder to contact home owners before a strike to ensure they were not at home.⁶

Another example was TF 4/73, which stood up an Operation Coordination Center Provincial (OCCP). The OCCP was a single headquarters that housed the ISAF, Afghan National Army, and Afghan National Police forces. The OCCP was essentially a fusion center where forces could quickly communicate information and synchronize efforts. Rapid decisions were made easier since the center was collocated with the provincial headquarters, the U.S. tactical operations center, and across from the local sub-governor’s office.⁷

To achieve effective coordination, forces must proactively share information with the host nation government and community leaders, sometimes despite

operational security considerations. For example, forces shared their grid reference graphics used in planning and execution with Afghan partners. Also, unsecure local cell phones were used to contact local leaders.⁸ These compromises can be a worthwhile tradeoff given the advantages this coordination may provide before, during, and after operations.

Endnotes

1. (U//FOUO) JCOA Report, *Transition to Sovereignty*, March 2007.
2. (U//FOUO) Center for Army Lessons Learned (CALL) Initial Impressions Report, CIVCAS Collection and Analysis Team, 15 April 2010.
3. (U//FOUO) CALL Initial Impressions Report, CIVCAS Collection and Analysis Team, 15 April 2010.
4. (U//FOUO) JCOA Report, *Joint Civilian Casualty Study*, August 2010.
5. (U//FOUO) JCOA Report, *Joint Civilian Casualty Study*, August 2010.
6. (U//FOUO) When the elders called the owners of the compound, the owners replied, “Yes, we left yesterday. The Taliban took it over.” This led the UCT to decide to strike the compound. JCOA Report, *Joint Civilian Casualty Study*, August 2010.
7. (U//FOUO) JCOA Report, *Joint Civilian Casualty Study*, August 2010.
8. (U//FOUO) To illustrate this point, during the interview one of the officers received a call from a local leader on his cell phone. JCOA Report, *Joint Civilian Casualty Study*, August 2010.

Chapter 4

Ground-to-Ground Operations

While ground-to-ground fires do not typically result in civilian casualty (CIVCAS) incidents with large numbers of CIVCAS as can happen from air-to-ground engagements, there are considerably more ground-to-ground CIVCAS incidents, and the total number of CIVCAS from ground-to-ground fires is larger than that from air-to-ground fires. In addition, there can be significant strategic impacts from small numbers of CIVCAS.

This chapter will cover three types of ground-to-ground fires that result in CIVCAS: direct-fire engagements, indirect-fire engagements, and escalation of force (EOF) engagements. EOF engagements are truly a subset of direct-fire engagements, but due to their unique nature are tracked separately from other direct-fire engagements. This chapter will cover some challenges and best practices for each type of ground-to-ground engagement.

Direct-Fire Engagements

A direct-fire engagement is one where coalition forces are in contact with and observe the enemy and engage with organic weapon systems that may range from small-arms fire to the main gun from a tank. When CIVCAS occurs as a result of a direct-fire engagement, it is usually for one of two reasons: (1) the presence of unobserved civilians in the target area and (2) civilians being misidentified as enemy when their behavior was inaccurately interpreted as hostile intent. There are also times where coalition forces observe civilians but, due to the immediacy of the threat, must engage the enemy, and the civilians get caught up in the crossfire. The risk of civilian presence during an engagement is increased because of the enemy's tactics, techniques, and procedures (TTP) of collocating with civilians.

Vignette: CIVCAS as the result of unobserved civilians in the target area

An International Security Assistance Force (ISAF) dismounted patrol received small arms and 60 mm fire. The ISAF returned fire. An unobserved 12-year-old boy received a gunshot wound from the engagement.

ISAF soldiers saw a spotter and used intelligence to confirm that he was talking to enemy forces. They engaged him with small-arms fire but missed, and the insurgent ran. Later, the ISAF discovered that two girls unobserved but in the target area were wounded from the engagement.

Vignette: Perceived hostile intent leads to misidentifying civilians as enemy

An ISAF unit in an observation post (OP) in eastern Afghanistan had been attacked every day for a week, and they anticipated another attack. Previous attacks had used PKM, SMARMS, and RPGs from several locations. A Taliban flag had been raised on a nearby ridgeline two days prior, and intelligence indicated a possible attack was being planned. At 0615, a U.S. military platoon commander observed suspicious activity on the ridge near a historic fighting position. Four individuals were observed improving fighting positions, possibly digging and moving rocks. The platoon commander assessed that all four were males, as none of the individuals were wearing headwear. The unit requested intelligence, surveillance, and reconnaissance (ISR), but no assets were available. At 0700, the unit sighted one weapon slung over the back of one individual. At 0728, the platoon commander authorized a TOW strike against the suspected fighters because they were an imminent threat. At 0830, the district police contacted the platoon commander to notify him of CIVCAS. It turned out the individuals on the ridgeline were all female, ages 6 to 17. They were gathering grass for their animals. They were all carrying metal sickles to cut the grass and using their headdresses to carry the grass.

While coalition forces will rarely be 100 percent certain there is no civilian presence, there are steps they can take to improve their understanding of the operating environment.

- Before you conduct an operation, rehearse the battle drills you will use when you come into contact with the enemy in an area where there is a high risk of civilian presence. During the operation, reinforce these battle drills as you move into areas where there is a high risk of civilian presence.
- Put Afghans in the front. Afghans have a better understanding of the culture and will be able to better communicate with the populace. This can help them better understand intent as well as identify civilian presence when it may be missed by coalition forces.
- Increase observation of an area before an operation to determine pattern of life. The more time you can dedicate to determine pattern of life, the more likely you are to identify civilian presence. This may be challenging due to the lack of ISR resources or time available.

Discriminating civilians from the enemy in an environment like Afghanistan, where the enemy and the civilian population dress alike and often act alike, is extremely difficult. Troops always have the right for

self-defense and often must make split-second decisions based on actions they observe and interpret as hostile. This will always be challenging and, unfortunately, in the “fog of war,” incidents will still occur where forces misinterpret the actions of the civilian population. At the same time, there are actions coalition forces can take to reduce the risk of misidentifying civilians as enemy:

- Learn what the normal civilian behavior is for your area of operations — Afghans often act in a manner that we may not identify as normal, but it is normal for them. Taking time to learn how the civilian population acts in your area will help you to properly distinguish whether their activity is hostile or innocent.
- Put Afghans in the front. Afghans will be more likely to properly identify civilians and the enemy. They are more familiar with the culture and normal behavior in their country. Using the Afghan National Security Forces (ANSF) in front will help interpret potential hostile intent, communicate with the populace, and reduce the number of times we misidentify civilians as enemy.
- Use increased tactical patience when feasible. In some cases, due to the immediacy of the threat, forces will not have the ability to take additional time to develop the situation. However, if the threat is not immediate, before engaging, forces should look for other indicators that may help them discern whether the actions are hostile or normal Afghan behavior.
- If time permits, use EOF techniques and tools (to include nonlethal weapons) to help accurately identify the threat.

Another way to reduce CIVCAS during direct-fire engagements is to better educate the Afghan populace on how to act when they are in the vicinity of coalition forces. Use your relationships with tribal and district leaders to get the information out to the population. You can explain to them what actions coalition forces are likely to perceive as hostile and how civilians should act if they find themselves in the middle of a firefight.

It is important to conduct a battle damage assessment (BDA) after any direct-fire engagement. This will help forces identify whether those individuals engaged were actually enemy and identify if any civilians were inadvertently harmed as a result of the engagement. Often times, rounds will travel outside the immediate target area, and forces should make every effort to expand the BDA to areas where rounds may have impacted.

Indirect-Fire Engagements

Indirect-fire engagements are when coalition forces fire mortars or artillery either to engage the enemy or to register fires. The majority of CIVCAS

from indirect-fire engagements occur because rounds fail to strike their intended target. This can happen for a number of reasons, including data entry errors, failure to take all factors into account (e.g., weather conditions, elevation, etc.), and errors in reporting/calculating the enemy position. The effect of rounds not striking their intended target can be compounded when units fire for effect on the initial salvo instead of adjusting fire. Even when rounds impact their intended target, CIVCAS can still occur, typically when there are unobserved civilians in the target area.

Another type of indirect-fire operation that has a high risk of CIVCAS is when units conduct “pre-emptive counter battery.” They receive intelligence that they are about to receive enemy indirect fire, attempt to correlate the intelligence with known historical indirect fire points of origin (POO), then fire indirect fire at the most likely POO. While this can be effective at preventing incoming indirect fire, if the unit does not use ISR assets to determine civilian presence at the suspected POO, there is a good chance CIVCAS will occur as a result of the friendly indirect fire.

Vignette: Pre-emptive counter battery

Following a mortar strike on a forward operating base (FOB), a unit fired indirect fire on a known POO. After intelligence indicated that another rocket was going to be fired at the FOB, an observer on an OP selected a grid in vicinity of the suspected POO based on the intelligence and historical POO information. The tactical operations center (TOC) granted permission to fire after the observer confirmed there were no civilians or animals at the target location. The observer was in a static OP and did not use any target locating devices or observation aids other than a map and binoculars. One round of 155 mm HE was fired and observed. After adjustment, another round was fired at a new grid. The observer saw this round and requested end of mission. No civilians or injured personnel were observed in the area. Later, one civilian killed and two civilians wounded in action from this engagement were brought to the FOB.

While eliminating all CIVCAS is an unrealistic expectation during conflict, there are times when CIVCAS can and should be avoided altogether. One such case is during registration of indirect fires. Forces register fires to verify factors such as range and elevation; this is done when forces are not in contact with the enemy. Since there is no immediate threat, units should take all measures available to ensure there are no civilians in the impact area.

Following are some best practices and TTP for reducing CIVCAS during indirect-fire engagements.

- Increase the amount of training that forces receive on indirect fires to increase proficiency and to avoid some of the mistakes that lead to rounds failing to impact the intended target. Include forces that will call for the fire to elements in the fire direction center and the forces laying and firing the guns.
- When feasible, use precision or low collateral damage munitions. These include munitions such as the M804A1 training round, “Smurf round,” and the accelerated precision mortar initiative.
- Avoid use of indirect fire to reduce CIVCAS when more accurate weapons (e.g., snipers, air-to-ground fires) are available.
- Increase the safety zone and the time that assets monitor the area prior to fires during registration. In addition, the force can keep surveillance assets on station during registration fires to watch for the possibility of civilians wandering into the area.
- If necessary, increase the use of fire control measures for indirect fire, especially in populated areas. This can include involving higher headquarters in the registration process for fires, providing both scrutiny and access to additional ISR resources.
- Avoid firing for effect without adjusting fire first. Using a single round in the initial salvo will reduce the impact if rounds land off target.
- Walk fires onto targets from a starting point away from civilian structures.
- When positive identification (PID) comes from hostile intent, take every opportunity to confirm PID and consider the behavior could be that of noncombatants.
- Avoid pre-emptive counter battery without knowledge of the absence of civilians at the suspected POO upon which you are about to fire.
- Avoid using indirect fires on moving targets.

Due to the elevated risk of collateral damage when using indirect fires, it is especially important to conduct a detailed BDA after an indirect-fire engagement. Unfortunately, forces often use indirect fire when they are firing on an area that is not easily accessible by ground forces. This increases the challenge for BDA, but does not alleviate the responsibility of the unit to assess the impact of the fires. Many cases have been recorded where civilians come to a FOB a day or two after an engagement with CIVCAS. The unit did not know about the CIVCAS because they did not conduct a BDA after the engagement. When a unit determines the rounds landed off target, BDA is especially important, because the rounds most

likely landed in an area where the unit had not confirmed the lack of civilian presence and, therefore, the risk of CIVCAS is increased.

Escalation of Force Engagements

EOF engagements are made as part of the EOF process, where use of lethal force is preceded by other warning steps. EOF engagements typically occur in one of two situations: (1) to reduce a threat during a convoy or patrol or (2) to reduce a threat at a hasty or deliberate checkpoint or base entry control point. The biggest challenge with EOF engagements is the use of perceived hostile intent for the basis of PID. As previously discussed in the direct fire section, discerning intent is extremely difficult and requires forces to make split-second decisions often with little time to react.

One of the challenges in EOF situations is ensuring the Afghans know how to behave in the vicinity of coalition forces and understand the intent of EOF procedures (i.e., whether we want them to stop, move to the side of the road, or continue forward). Examples exist where Afghan locals did not follow coalition forces' instructions because they were confused or distracted and as a result became a CIVCAS. Additionally, while the basic EOF procedures are uniform across theater, different tools and TTP are used by different units and in different regions. This can confuse local Afghans regarding how they should respond.

There are actions that forces can take to increase the amount of time they have to react during EOF situations, improve their ability to identify true threats, and reduce confusion among the Afghan populace:

- Forces should focus on how to de-escalate a situation rather than how to escalate force.
- Put Afghans in front. The ANSF are better suited to understand the population and discern their intent. They can better communicate with the population and increase the population's understanding of coalition forces' intent. Afghans are also more likely to follow instructions and techniques from the ANSF.
- Work with tribal and district Afghan leaders to identify EOF procedures Afghans will understand, which will reduce the risk of CIVCAS because the Afghans will be more likely to follow instructions.
- Through tribal and district leaders, educate the Afghan populace on how to operate in the vicinity of coalition forces and how to react to EOF procedures.
- When feasible, exercise tactical patience and try to identify other factors that may help you discern intent.

- Use greater proportionality (e.g., disabling shots) and more precise options (e.g., snipers) to neutralize the threat.
- Use nonlethal weapons (e.g., paintball guns, M203 sponge grenades, bean bag rounds) instead of lethal shots when possible.
- Understand the local/regional threat. Is there a high threat of vehicle-borne improvised explosive devices (VBIEDs) or suicide-vest improvised explosive devices (SVBIEDs) in your area? How long has it been since the last VBIED or SVBIED? If the threat is low, it is less likely that vehicle you see approaching is an actual threat.
- Forces should employ the basic fundamentals of the defense to maximize reaction time at checkpoints and entry control points. This includes emplacing barriers to slow traffic down and observing the position from the enemy's perspective. When emplacing a hasty checkpoint, forces have many tools at their disposal to emplace barriers, including concertina wire, cement blocks, or even a large rock in the middle of the road.
- Ensure EOF kits are complete, available, and have the appropriate tools to de-escalate situations.

Below are two examples where forces avoided CIVCAS during EOF situations. In the first example, the Soldier used tactical patience and a nonlethal tool, recognizing that there were steps he could take before resorting to lethal force. In the second example, Soldiers identified additional factors that led to the conclusion that the vehicle was not a threat.

Vignettes: CIVCAS as the result of unobserved civilians in the target area

Two pen flares: A Soldier at a checkpoint aims a warning pen flare at a car that has not heeded earlier warnings. The car continues toward the Soldier. Noting hazy weather that could hinder visibility, the Soldier decides to fire another pen flare instead of resorting to lethal force. The car driver sees the second pen flare and stops.

Quarreling couple: In Kandahar City, a car exited a side street and was coming directly toward a convoy. Through the window of one vehicle in the convoy, Soldiers saw a man driving who was arguing with his wife, and the driver was distracted. The Soldiers realized that this was not hostile intent, so one Soldier called to the others in the vehicle, "Brace for impact!" and let the car hit them.

Chapter 5

Air-to-Ground Operations

The U.S. military’s operating environment is increasingly transparent and open to scrutiny. This is particularly true for incidents involving airstrikes because of the higher number of casualties and increased visibility of these incidents. Part of this is the nature of an air engagement compared to a small-arms engagement: a strike involving the delivery of a weapon from an aircraft, whether a Hellfire missile or multiple 2,000-lb bombs, is apt to be more destructive than a Soldier using a rifle. In Afghanistan, air incidents are, on average, the most lethal type of civilian casualty (CIVCAS) incident, causing the most casualties per incident. In every year since 2007, air-to-ground engagements were the leading cause of CIVCAS by US forces in Afghanistan.

Avoiding Civilian Casualties: A Collective Responsibility

While deliberate strikes contribute to some CIVCAS, the majority of air-caused CIVCAS incidents in Afghanistan tend to be either close air support (CAS) or close combat attack (CCA) situations in which the aircraft works in support of a commander on the ground. While the ultimate responsibility for these engagements rests on the ground commander per joint doctrine, all participants in the fires process — the ground force (including the joint tactical air controller [JTAC] and any joint fires observer [JFO]); engaging air platform; and any supporting intelligence, surveillance, and reconnaissance (ISR) or headquarters elements — have a role in mitigating CIVCAS. This is essential since the ground commander may not be best situated to identify negative second-order effects of engagements. This may be better achieved by other elements of the air-ground team who have different perspectives, such as the JTAC, aircraft pilot, or possibly others (e.g., aircraft crew or even analysts sitting back in the continental United States) providing real-time exploitation of aircraft sensors. Therefore, reducing air-caused CIVCAS requires the entire air-ground team operating to best leverage available information, perspectives, and expertise.

Ground forces and aircrews have generally increased their dialogue about CIVCAS concerns to ensure that a proposed airstrike meets the intent of the tactical directive and other in-theater guidance, such as the International Security Assistance Force (ISAF) Standing Operating Procedures 398, Target Management and the Employment of Indirect Fires ISO [In Support of] ISAF Offensive Operations. Aircrews tend to ask the ground force questions such as:

- Are you sure there are no children or other civilians?

- Do you have confirmation from your ground commander?
- What rules of engagement (ROE) are you operating under?

To facilitate the fires process, some ground forces anticipate such questions and provide the answers in initial coordination, streamlining the engagement process.

Air-to-ground operations have increasingly employed nonlethal effects in terms of show-of-presence and show-of-force missions. This is an example of the use of tactical alternatives (see Chapter 1) in the specific case of air-to-ground fires. Aircrews also operate with increased knowledge of collateral damage considerations and appropriate weaponing options. Aircraft tend to have weapon loads that include low collateral damage weapons to support this, such as Hellfire missiles and the V4 and V5 variants of the GBU-38. Other tactics, techniques, and procedures (TTP) include use of optimized angle and direction of attack on vehicles to best observe and react to civilians in the area, tailoring fusing of weapons to minimize collateral damage concerns, and dragging laser-guided bombs off their target into a previously cleared area in case collateral damage concerns were observed after weapons release. At the same time, some ground forces perform widespread target mensuration of a wide variety of structures in a unit's operating area as a precaution to allow rapid engagement if needed while accounting for collateral damage concerns.

Common Factors for Air-to-Ground Civilian Casualties: Close Air Support and Close Combat Attack

Both CAS and CCA CIVCAS incidents tend to share the same common causal factors. These factors include leading language, not sharing important details, assuming there were no civilians in the area, and not establishing reliable positive identification (PID).

Leading language

Chapter 1 discusses the danger of using “leading language” or selective facts that can suggest hostile intent. One common example is when an individual is described as an improvised explosive device (IED) emplacer when he might be engaged in other activities such as farming or irrigation. Another example is when individuals are described as conducting “suspicious digging” when in fact they are noncombatants repairing a walking path. Language such as “suspicious movement” or “flanking” can also lead to assumptions regarding hostile intent that may be unfounded.

Another kind of leading language seen in air incidents is an inaccurate description of the current level of threat. For example, there are several examples where ground forces have communicated an “imminent threat,” which was taken to mean that aircrews needed to provide immediate fires to

help avoid U.S. or coalition casualties from enemy fire. In some cases, the threat was not immediate but rather was perceived to be a future threat — for example, with a timeline of 24 to 48 hours — which meant that aircrews had time to deliberate and better consider collateral damage concerns. In other cases, an immediate threat existed for a time, then the threat was no longer present, but ground forces did not communicate this to supporting air assets, which continued to operate under the belief that an immediate threat existed. In both of these cases, the air-ground team should focus on giving an accurate description of the current threat and advise the rest of the team if and when this threat changes, so that supporting fires can take this into consideration in the use of fires.

Not sharing important details

Another common factor is that important details are often known in one part of the air-ground team but are not shared with the rest of that team. Several examples include:

- An imagery analyst saw children in the engagement area, but this was not communicated to the JTAC.
- Vehicles that were perceived as a possible threat to ground forces were moving away from the area, but the surveillance platform did not communicate this to the ground commander.
- The CAS platform did not report that a group of individuals were moving away from the ground force. The ground commander believed they were moving towards him, constituting an immediate threat.
- A CAS platform was asked to engage individuals in a tree line. The CAS platform saw that they were standing on top of a residential compound, but did not report this back to the JTAC.

In all of these examples, proactive sharing of known information could have prevented the CIVCAS. All elements of the air-ground team should not assume that important details are commonly known and aggressively communicate to ensure that all elements have a common and complete understanding of the situation.

Assuming no civilians present

In a number of cases, the air-ground team assumed there were no civilians present instead of working to determine whether or not this was the case. This practice is contrary to Commander, International Security Assistance Force (COMISAF) guidance:

“We must assume that civilians are present unless we can establish otherwise.”

— COMISAF Tactical Directive, 2011

This was particularly a factor when air-to-ground engagements targeted civilian structures. Observing the outside of a building for minutes or even hours and not seeing activity does not give assurance that there are no civilians inside the building. When forces do not have information on whether or not civilians are in a structure, one option is to coordinate with local leaders or Afghan security forces. There have been cases where the security forces know that the structures in question have been abandoned, or they know the cell phone of the occupants and can find out immediately whether the occupants are present.

Lack of reliable PID

Another common factor is the lack of reliable PID. In some cases, this is a result of leading language. For example, a group of individuals were digging at night, and the ground force declared PID based on “suspicious digging.” After an airstrike, the battle damage assessment found no IED components, and the individuals were later confirmed to be civilians. This can also occur when visibility is poor. For example, an aircraft saw a man carrying an RPG. After engaging the man, the Soldier discovered he was simply holding a long object that was not a weapon. Another contributing factor is when forces do not maintain PID. For example, two individuals who were positively identified as enemy ran into a building. Moments later, two individuals ran out of the building and were engaged by air-to-ground fire. The two engaged individuals were a mother and her child fleeing the compound after being forced out by the two Taliban. Soldiers should work to confirm the accuracy of PID, including use of tactical patience when feasible.

Deliberate Airstrikes

While less frequent, both fixed-wing and rotary-wing platforms have caused CIVCAS during deliberate airstrikes against preapproved targets. For these targets, PID is determined in advance of the engagement, and a formal collateral damage estimation process is conducted. These are key reasons for small numbers of CIVCAS during deliberate airstrikes.

To avoid CIVCAS whenever possible during these deliberate airstrikes, the engagement platform and any supporting ISR should actively monitor for CIVCAS concerns both before and during the engagement. This can include monitoring for vehicles, individuals, animals (which can serve as an indicator of people nearby), or low-profile structures like small buildings or tents that could contain civilians. When re-attacks are necessary because

the initial engagement did not achieve the intended effect, monitoring for civilians should continue, since the population tends to rapidly investigate the sites of previous attacks. Civilians have been killed because they enter the area just as a target is being struck again.

Consequence Management for Air-to-Ground Engagements

During operations in Afghanistan, air incidents tend to be the highest profile CIVCAS incidents in the media. Both the media and Afghan citizens can focus on CIVCAS incidents involving airstrikes because of their impression of U.S. capabilities to make precision engagements. If the U.S. and/or ISAF are so precise, then why do they kill civilians? This perception confuses precision and identification. Precision is rarely a contributing factor in these incidents: CIVCAS from air incidents are typically not a result of errant bombs, but rather, the weapon hit exactly where it was supposed to hit. Typically, there were either unknown civilians in the target area or the supposed enemy was actually a group of civilians that was misidentified as hostile.

Because of this common perception and the magnified impact of air-to-ground incidents, the steps and best practices outlined in Chapter 6 are particularly important for air engagements. The information operations significance of air-to-ground operations are not lost on the enemy: A common enemy TTP is to call news “stringers” within one to two hours of airstrikes and report CIVCAS, either reporting exaggerated numbers or reporting casualties when in fact there were none. Once an inaccurate report is in the press, it becomes difficult — but not impossible — to correct.

Chapter 6

Consequence Management

At dusk, a military convoy travels from Kandahar Airfield (KAF) to the governor's office in Kandahar City. In the pre-convoy briefing, the troops were warned of a specific vehicle-borne improvised explosive device (VBIED) threat relating to a yellow Toyota. Around 10 miles from KAF, the fast-moving convoy suddenly encounters a yellow taxi, travelling at speed in the middle of the road. Despite waving and warning shots, the taxi does not slow down or pull off. With the threat warning in mind, the front vehicle of the convoy opens fire on the taxi. Suspecting a VBIED, the convoy continues its journey without stopping. On safely returning to base at KAF, a report regarding the escalation of force (EOF) incident is filed. The convoy is not aware of any civilian casualties (CIVCAS).

How this story ends depends on what the troops do now. Should they be worried about CIVCAS? Should they alert their civil affairs officers to the possibility that civilians were harmed? Should they high-tail it back to town to talk with the elders? Should they talk to their public affairs officers (PAOs) about possible media fallout?

Even though Soldiers may have the best intentions of avoiding CIVCAS during operations, the reality is CIVCAS will still happen. For example, even when forces do everything right and take necessary precautions, unobserved civilians can get caught in the crossfire or become collateral damage when forces engage a valid target. Also, it has become common practice for the enemy to collocate with civilians to reduce the likelihood they will be engaged by coalition forces. This increases the chances of CIVCAS when forces respond to insurgent attacks — their self-defense response can inadvertently result in CIVCAS. Finally, deliberate offensive engagements against high-value individuals may be approved despite the anticipated likelihood of CIVCAS because of the military importance of the target.

Because of these considerations, Soldiers must always be prepared to conduct consequence management for International Security Assistance Force (ISAF)-caused civilian harm. History shows that Soldiers who were ineffective in addressing civilian harm in Afghanistan can turn a village against international forces, put troops at further risk of retaliation, and cause strategic fallout at the national and international levels. Tactical actions can have strategic consequences, and CIVCAS incidents are one of the foremost examples of this. This reality has been learned the hard way over the past decade, but military leaders now recognize the importance of

responding properly to civilian harm. It is not always easy to recover the trust and support among Afghans angered by their losses. But responding properly to these losses can minimize further negative effects caused by potentially mishandling the unfortunate incident, and such a proper response, conducted respectfully, can even improve relationships between Soldiers and the local population.

The best course of action for possible incidents of CIVCAS is to ensure your unit has an effective consequence management plan in place before you ever leave your base. The six steps in a successful consequence management plan include:

- Prepare.
- Initial response and reporting.
- Assess.
- Share findings.
- Make amends to civilians affected.
- Deal with the local media and community.

Prepare

The provincial reconstruction team (PRT) in Kandahar City has prepared well for things to go wrong. It designated MAJ Smith to handle CIVCAS, and he knows that addressing allegations needs to happen like clockwork, with respect and timeliness. So when a man named Gul-jan later approaches the PRT gate and says his brother was killed by “the Americans,” the gate officer knows exactly whom to call. Gul-jan is asked to wait while MAJ Smith is contacted.

Before any of this happened, the PRT command designated officers to identify Government of the Islamic Republic of Afghanistan partners, identify respected community leaders, and outline a proper response in a potential CIVCAS event. The officer in charge, in this case MAJ Smith, is reasonably senior but still able to spend sufficient time on managing CIVCAS. He has sufficient operational awareness of actions and ready access to the relevant troops and information. The PRT command has also informed the local community that despite all care and precautions being taken, CIVCAS may happen; that allegations will be taken seriously but must be investigated; and what the procedures are for raising a grievance.

One important task for a unit from the outset is to build relationships that help the unit gain information and better understand the population and its perception of CIVCAS incidents. Units should engage regularly with local leaders, intergovernmental and international organizations, and nongovernmental organizations (NGOs). They should also actively monitor local media, enemy propaganda, and local rumors.

Building relationships with the local population and key leaders (such as village elders and district governors) before a CIVCAS incident increases the chances of successful consequence management after an incident occurs. Frequently, their contributions are valuable in the overall response but are predicated on a relationship of trust. This trust should be built before the incident and then maintained during and after. One frequently used procedure is to inform local Afghan leadership (the Afghan National Security Force [ANSF], district governor, National Directorate of Security [NDS, Afghan government] chief, etc.) about an operation to gain their buy-in before the operation is conducted. Not only does this help build relationships with the Afghan leadership, but also it provides an initial Afghan line of defense if a negative incident occurs, such as CIVCAS.

Initial Response and Reporting

The initial response to an incident of possible CIVCAS is critical both by Soldiers at the site and by the higher headquarters of the units involved. During operations, if a Soldier observes civilians when or where they were not anticipated, the Soldier should alert other Soldiers of the presence of civilians immediately, as this may prevent or limit CIVCAS.

The most critical step in consequence management is to determine the ground truth of what happened, including the numbers and severity of CIVCAS. All of the steps in successful consequence management rely on accurate information concerning the event. Lack of accurate information regarding CIVCAS incidents also hinders the ability to learn from the incident.

A CIVCAS battle damage assessment (BDA) provides information regarding CIVCAS. Generally, the best BDA is when ground forces inspect the site where the incident took place to understand what effects their operation had on the civilian population. Soldiers have developed a number of best practices for CIVCAS BDA. For example, use of sensitive site exploitation kits, biometrics, or field forensics can improve the ability of U.S. forces to both understand what happened and record it for evidence. Forces can also use capabilities like X-spray to assess whether casualties had been involved in prior hostile actions, such as emplacing of improvised explosive devices (IEDs). This can allow better differentiation of combatants and noncombatants. Host nation security forces, with a greater

awareness of cultural cues, may be better able to find key evidence at the site. It can also be helpful for local or provincial leadership to visit the site and help gather facts, adding legitimacy to the findings.

Ground BDA is not always feasible due to ground force location and threat considerations. Where air platforms are involved or available, full-motion video from airborne platforms can be used as a surrogate for a ground BDA. Recorded video can be declassified, if necessary, and shared with Afghan leaders in key leader engagements (KLEs). However, video from air platforms does not always capture needed details on the ground — such as identifying CIVCAS inside buildings or under rubble — so this should be a last resort. On-the-ground BDA should always be the default option. If ISAF soldiers are not available to conduct a BDA, some forces have called on Afghan security forces to quickly conduct BDA for them.

The results of the BDA will inform other needed actions while still in the area. When the operational situation permits, unit leaders should:

- Always maintain a respectful bearing, as some of the civilians you encounter will have suffered recent and devastating losses.
- Treat any wounded civilians and evacuate them as needed. Treatment may also be provided subsequently, once Army units are aware of the casualties. All measures should be taken to allow a local representative to accompany any evacuated casualties. This is both standard practice in Afghanistan and mandated from the law of armed conflict, which requires that forces take all possible measures to search for, collect, and evacuate wounded combatants and civilians when circumstances permit.
- Not be surprised if they find casualties moved from their original location and/or prepared for burial due to cultural considerations that affect how Afghans treat dead bodies. Afghans can move bodies to place them in respectful positions within minutes of the incident, and will bury bodies by the next sundown. In some cases, this can complicate the BDA, and any CIVCAS investigations, as the circumstances of the incident or even numbers of casualties can be less clear. This is one reason why a timely BDA is so important.
- Contact local key leaders to express condolences, exchange information, and coordinate subsequent steps, including explaining the procedures for condolence payments to be offered to the families.
- Gather needed information for unit and ISAF reporting.

The ISAF established a civilian casualty mitigation team (CCMT) to track instances of CIVCAS and advise the Commander, ISAF (COMISAF) regarding ways to reduce CIVCAS as needed. To inform CCMT efforts,

ISAF Standing Operating Procedures (SOP) 307 mandates that units provide specific reports through the chain of command. In accordance with SOP 307, units involved in confirmed or suspected CIVCAS incidents shall provide the following reports at the following times:

- Within two hours: Initial report containing the “5 Ws” (who, what, when, where, and why) provided through the chain of command to the ISAF chief of operations.
- Within six hours: Storyboard must be submitted. Include consequence management efforts (medical treatment, KLE/shura, press release, BDA results, battle handover [for special operations forces], and condolence payment).
- Within 48 hours: First impression report with known facts, immediate response, and planned response.
- Within 12 days: CIVCAS assessment report.
 - Includes a review of facts, post-incident response and effectiveness, and lessons identified with recommendations for implementation.
 - Feeds into ISAF’s CCMT.
 - Must be approved at all levels, from battalion through the COMISAF.
- Within 30 days after activation of an incident assessment team (IAT): Incident assessment report submitted to Headquarters ISAF.

Communication with Afghans is particularly critical throughout the consequence management cycle to maintain credibility, pre-empt rumors, and minimize the enemy’s possible exploitation of a reported incident for propaganda purposes. Units should never summarily deny incidents of CIVCAS before facts are known. Public affairs and information operations responses must balance speed with accuracy, which can be difficult. This can be achieved by fast initial responses that only include what is known and reinforce the message that the United States will investigate the incident and provide more information when it is available.

One big mistake to avoid in the desire to achieve speed in reporting is to report details that are suspected but not confirmed. In these cases, when such facts are later proved wrong, forces are required to retract and correct earlier statements. This can injure trust and create suspicions of cover-ups that can be avoided by only reporting confirmed information. A common technique ISAF forces have used with success is to put out initial messages stating, “There have been allegations of CIVCAS occurring from an

operation in [x] area. We are investigating the allegations and will provide additional information as it becomes available.” Of course, it is important to follow up this report with accurate information as it becomes available.

KLEs should take place as soon as possible and should share all available information on what happened and why. Relationships built on trust can be leveraged during this time. This trust can be reinforced by providing evidence such as pictures from the BDA, video or imagery, and any other details that can be shared. Such transparency can lead to those key Afghan leaders taking on a role of spokesman concerning the incident. KLEs also help to establish a consistent pattern of accuracy and transparency with Afghan leaders. Some forces have said that successful KLEs from CIVCAS helped to build and maintain credibility with these leaders.

An important lesson that has been learned in Afghanistan is the benefit of having an Afghan face on any messages going to the local populace. Afghans are more likely to believe another Afghan than they are a foreign force. This is where the relationships that have been built over time can be leveraged. If an operation was coordinated through the Afghan leadership, they may be more inclined to support ISAF messaging efforts if CIVCAS occurred as a result of that operation. Even if the operation was not coordinated through the local leadership, if there is a strong relationship, the local leadership will usually support ISAF’s effort to get information to the populace and can provide that Afghan face on the message. For this reason, many ISAF leaders have the appropriate Afghan leadership (ANSF, Afghan National Police chief, district governor, NDS chief, etc.) on speed dial and notify them as soon as they learn of a CIVCAS incident. Also, the ISAF has been able to use radio in a box, with an Afghan announcer, to rapidly provide information on potential CIVCAS incidents to the local population.

Keep in mind that not all victims will be known to the troops engaging in operations. Be prepared for potential victims to present themselves at the gates of your base, outpost, or other installation. Afghan accounts are often imprecise. Units should anticipate this and look for elements that can be confirmed, while expecting that certain details may not be accurate. For example, one family approached a U.S. base and informed them that a family member had died because of an airstrike. The unit dismissed the claim because there were no records of an airstrike in that area at that time. When another family approached the base with a similar story, the unit sent a patrol to investigate. The unit found that several artillery shells had impacted the family’s village, and the Afghans had described it inaccurately because they, not surprisingly, could not distinguish artillery ordnance from an air-dropped weapon. Similar examples have occurred when Afghans claimed that they were fired upon with gunfire, when the actual weapon was an errant mortar round that sprayed shrapnel in the area, creating a similar effect to gunfire.

When KLEs involve family members and others from the community where CIVCAS occurred, Soldiers should consider how they would react if their own families were in a similar situation. People who have lost loved ones can experience extreme and intense emotions, such as grief and anger. During these interactions, the families should be shown the same empathy and respect Soldiers would expect for their own families. In the immediate aftermath of an incident, Soldiers should be sensitive to cultural norms (such as not touching dead bodies) and address the anger through an apology, explain what happened, and promise that the incident will be investigated so it can be learned from and not repeated in the future.

Assess

CIVCAS assessments may include IATs, commanders' inquiries, investigations in accordance with Army Regulation (AR) 15-6, criminal investigations, and independent investigations by other organizations such as the United Nations or host nation agencies.

The ISAF Joint Command (IJC) has adopted the joint incident assessment team (JIAT) as a successful nonpunitive tool to identify the facts surrounding high-profile incidents, to include CIVCAS. The JIATs go to a unit involved in an incident, rapidly ascertain the facts, and get that information to senior leaders. The JIAT report is used in the consequence management process to help establish ground truth and mitigate negative effects of an incident. The final JIAT report often contains lessons and recommendations as well. The process has worked so well that regional commands have also adopted the IAT process and often initiate their own assessments. Units should be prepared to receive an IAT, either from the IJC or their regional command, which will involve a small group of military leaders and may include ANSF or other Afghan representation. Soldiers need to understand the intent of the IAT and be prepared to answer questions about the incident in question.

Dealing with Incidents Reported by Victims

Let's continue the scenario from above. MAJ Smith was well-trained by his predecessor and knows that "the Americans" means all international forces. While not aware of a recent EOF incident on the KAF road, MAJ Smith promises Gul-jan to investigate, takes a local number, and agrees that Gul-jan will return to the PRT at a time of his choosing. After explaining why evidence is required to release compensation payments, he asks Gul-jan to bring any documentation he has, including copies of his brother's hospital record, death certificate, and witness statements, as well as copies of any taxi license or similar that could prove his occupation.

MAJ Smith knows that regardless of its veracity, a grievance should never be ignored. If an allegation is well-founded and matches internal records, he would coordinate for an immediate apology and compensation. In this case, however, he believes the incident requires additional investigation. So, he explains the procedures, sets out the time frame, and explains what kind of assistance is available, while being sensitive to Gal-jan's potential anger.

When Gul-jan returns to the PRT, MAJ Smith is busy but promptly comes to the gate and escorts Gul-jan inside, keeping searches to a reasonable minimum. This shows Gul-jan appropriate respect and does not set the stage for a bad outcome. Gul-jan explains that his brother is a taxi driver on the Kandahar–Spin Boldak route. When he was on that route two days ago, he was shot by "the Americans." He was taken to Kandahar's main hospital by another taxi but died on the way. The hospital informed Gul-jan, who immediately made the burial arrangements. He is very upset by what happened and demands an apology and compensation.

If Gul-jan's grievance had been made within his community, the military would be in good shape if it had kept track of rumors of civilian harm through media reports, bazaar gossip, and insurgent propaganda, regularly cross-checking them against internal military records. In this way, MAJ Smith or his local counterpart might have anticipated Gul-jan's arrival at their gate and pre-empted the concern by talking with a local leader.

Finding Out What Happened

MAJ Smith contacts the regional command to find out if any EOF incidents occurred on or near the day in question, who was running convoys along the KAF road, and whether any similar CIVCAS complaints have been filed at other bases in the area. He runs a check on Gul-jan's brother with the NDS and intelligence channels. A PRT local staff member is sent to the hospital to see whether the hospital staff is aware of the incident and Gul-jan's brother and whether anybody else was injured or killed in the incident. On learning that a 12-year-old girl was also injured in the incident, MAJ Smith arranges a meeting with her family. He interviews all male family members present at the incident while a female officer interviews the girl. The United Nations Assistance Mission to Afghanistan (UNAMA) and the Afghanistan Independent Human Rights Commission (AIHRC) are contacted to see whether they know of any civilian complaints linked to a convoy. MAJ Smith also initiates an Army Regulation (AR) 15-6 commander's inquiry to determine the facts of the incident and identify any lessons for the future.

An investigation is just as much about the process, particularly in assuaging local concerns, as it is about the findings. In this case, the investigation concludes that the complaint is most likely genuine. The regional command has a report of an EOF incident roughly matching the time and location given by Gul-jan, though no known civilian victims were reported. Gul-jan's brother appears to be a genuine taxi driver with no known connections to the insurgency. While Gul-jan does not provide a death certificate (as is often the case in Afghanistan), the PRT local staff sent to the hospital suggests that he does appear on the records there.

Based on available evidence, the investigation suggests that Gul-jan's brother, tired on his last run of the day and affected by the bad visibility, at first did not see the convoy approaching and was then too slow to respond to the warning shots being fired. The investigation also suggests alternate tactics, techniques, or procedures that could have been used to buy more time before the ground force had to resort to lethal force.

Commanders' inquiries are conducted to determine if it is reasonably likely that civilians were harmed and are conducted in response to most reports and allegations of CIVCAS. These investigations often have two goals: (1) to determine the facts of the incident and (2) to identify lessons for the future. The ISAF SOP 307 states that national investigations should be conducted for all serious and credible CIVCAS reports and allegations.

Army units typically conduct an AR 15-6 investigation any time there is an allegation of CIVCAS. These investigations are generally used to determine the veracity of the CIVCAS claim, identify lessons, and recommend corrective actions. The intent is not for punitive purposes, but in the rare cases where negligence is identified, they may lead to disciplinary action. In the past, these investigations were inconsistent in terms of what they covered; however, the Army CIVCAS mitigation Army Training Program appendix on AR 15-6 legal investigations provides guidance for conducting such investigations. As these investigations are typically more complete and accurate than earlier reports provided to ISAF per SOP 307, the ISAF CIVCAS assessment report provided to ISAF should be updated with the most accurate information after the investigation is completed. A proper investigation both ensures that Soldiers learn applicable lessons from the incident and assures Afghans that the tragic incident will be addressed.

Other organizations also collect information and conduct investigations on CIVCAS, such as the UNAMA, International Committee of the Red Cross (ICRC), and the AIHRC. Inquiries from the ICRC sometimes prompt Army investigations. While these independent assessments do not always agree with U.S. investigations, they sometimes have better — or at least different and complementary — information regarding CIVCAS incidents. Independent investigations may provide several benefits, including integrity, credibility, effective countering of false or misleading information, the ability to take prompt action regarding short- and long-term mitigation, and the opportunity to incorporate external perspectives. Since independent investigations are not conducted for all incidents, Army investigations should strive for as many of these benefits as possible.

Share Findings

Findings should be shared with the families of those harmed and the community, potentially during engagements with local key leaders. Depending upon the culture, it may be preferable for victims' family members to be present. Any amends to be made can often be incorporated into the same forum. Accurate translations will be particularly important during these sessions. Forging relationships with key leaders before incidents of CIVCAS ensures appropriate time to build trust and respect. In cases where the ISAF determines the allegation of CIVCAS to be false, it can be useful to share video footage, if it exists, or other evidence that helps refute the claim.

Findings that civilians were harmed need not entail findings of fault. Keep in mind that the local community may not be satisfied with the findings; the less likely the conclusions will be well received, the more important the explanation of the evidence and reasoning becomes. It may be possible to “agree to disagree,” although ideally a face-saving compromise may

be agreed upon. Army leaders should be concerned about maintaining a reputation for credibility, which will be established by acknowledging actual incidents and convincingly refuting false allegations.

Telling the Family and the Community What Happened

MAJ Smith has a follow-up meeting with Gul-jan and also invites the injured young girl and her parents. At the meeting, he outlines his conclusion and expresses his deep regret for the incident. He explains that the incident involved forces from a different unit and country and that he has arranged a “making amends” shura with them. He invites Gul-jan, the taxi driver’s other family members, and the injured girl and her family to participate together with their community elders.

The conclusions of an investigation should be shared with the affected community in as transparent a way as possible, whether or not they agree with the outcome. The shura should protect sources and, if appropriate, offer amends (apologies and compensation). It is possible to “agree to disagree” in this process. If real incidents are consistently acknowledged and false allegations denied, a reputation for credibility is built regardless of the investigation outcome.

Make Amends

Whenever it is likely that civilians were harmed during the course of lawful combat operations, Army leaders should make appropriate amends, which may include apologies; ex gratia monetary payments or “condolence” payments (that is, paid without obligation or liability); other tangible dignifying gestures (gifts or in-kind donations); and/or explanations of any resulting changes, such as new guidelines or policies. Making amends does not imply legal liability and is separate from other military systems of accountability. Note that in cases of confirmed abuse, misconduct, negligence, or other noncombat-related causes, the Foreign Claims Act applies and should be used to compensate victims appropriately. Amends may be directed at individual families, the wider community, or both (e.g., a community project in the memory of the victims). For example, in Afghanistan it may be appropriate to offer ex gratia payments or tangible assistance through a local leader, perhaps in a public setting. Army leader attendance at funerals may be appropriate but could be counterproductive in some situations. Troops should whenever possible defer to the preferences of the victims, their families, and communities. All offerings of amends should be thoroughly discussed with key leaders in the communities to ensure they are perceived as genuine and are culturally appropriate. Families or local leaders may choose to refuse amends, and this decision should be respected.

The ex gratia payment process should strike a balance between not being excessively bureaucratic and having enough verification in the claims process to keep it from being viewed as an opportunity for local populations (and their leaders) to make a quick profit. Payments given are meant to be token amounts as recognition for loss as opposed to strict compensation and should be explained as such to avoid anger and resentment. Bargaining and ill-will can be avoided by using standardized payment guidelines that strive for compensation that is equal in amount and accessibility for all those harmed. Means of payment should be linked to local tradition when possible. Local nationals tend to be most appreciative of payments when they are coupled with a sincere apology and the sharing of results of credible investigations. U.S. forces generally allow battalion commanders to approve compensation amounts up to \$2,500, and brigade commanders are the approval authority for higher amounts up to \$5,000. A general officer in the chain of command can approve higher amounts up to \$10,000. Consideration can also be given to compensating local nationals for travel expenses to and from the military base when seeking amends.

Units should designate amends points of contact who are culturally sensitive, possess connections with the local community, and can develop mutual trust between their units and the community. All Soldiers should know who the point of contact is and how to refer cases for amends. Units can make fliers or cards with this information to ease such referrals. When a cash payment is made, units should record the amount, to whom the payment was made, and for what incident the payment covered. As with any system that involves money, validation and tracking is important to preserve the integrity of the amends process. Accurate tracking of compensation payments can help identify and potentially reduce claims that are baseless.

In addition to cash payments, amends may also include programs to help rebuild lives after CIVCAS incidents, particularly as widows and orphans may have no support in some societies. These programs may best be developed by civilian organizations from the U.S. government, the host nation, or NGOs, and can follow the immediate offering by the military of condolences.

Media and Wider Community Interactions

Army units, often through their military information support operations and PAOs, should respond promptly to any allegations, even if they simply state that allegations will be investigated. As stated above, communications with the media and the community are critical to successful consequence management. However, these communications should be planned even before the operation to aid in their timeliness. Potential public affairs releases can be drafted even before the operation so that if CIVCAS occurs, the known details can be inserted and the message released rapidly. These

news releases should provide an anticipated timeline for the findings when possible. It may be appropriate to deny the accuracy of some aspects of an allegation, while promising an investigation into the rest. However, immediate and broad denial of an incident without complete and accurate information in hand can potentially lead to later changes in the official story, undermining the credibility of U.S. and international forces. Similarly, care should be taken to only report details that are known for certain to avoid the need for retracting information. Messages may need to be reinforced in public settings and meetings with local leaders and should address rumors as well as actual events.

In addition, units should attempt to cultivate relationships with local journalists and opinion leaders and provide them updates regularly by cell phone or face-to-face meetings. These relationships can provide additional avenues for reporting, and relationships build mutual understanding so that such reporting can better reflect operational realities and have realistic expectations. At the same time, media reporting can become less susceptible to false rumors and enemy information operations when local reporters have access to and trust in local military forces.

Working with the Media and the Wider Community

With the permission of the involved families, some local journalists and opinion leaders are invited to the “making amends” shura. They are provided with a short explanatory note in Pashtu that gives background on the incident, how it came about, and the actions taken in response. Several of the journalists have pre-existing relationships with the strategic communications (STRATCOM) team in the area. As such, the STRATCOM team is able to offer general suggestions on how a story about the particular incident might be tied to more general information on limiting the impact of EOF procedures.

MAJ Smith and his public affairs counterparts know never to issue broad denials in the immediate aftermath of an incident without all the required information, because to do so could cripple trust with the local community, particularly if a later investigation finds CIVCAS. The PAOs in his brigade cultivate relationships with local journalists and “opinion leaders” and contact them regularly with updates to set the record straight on any false claims.

Chapter 7

Learning

Units in theater are learning many valuable lessons on how to avoid and mitigate civilian casualties (CIVCAS). The challenge is ensuring these lessons are captured and shared across theater and to other units preparing to deploy so that others can benefit from those lessons without having to relearn them. These lessons can be tactics, techniques, or procedures (TTP) units found to be particularly useful in avoiding CIVCAS or something a unit has learned from the Afghan populace that assists in reducing CIVCAS or mitigating the after effects of CIVCAS. There are many tools to help units capture these lessons.

When a CIVCAS incident occurs, all International Security Assistance Force (ISAF) personnel must report the details through their chain of command to the ISAF CIVCAS mitigation team using the reporting process detailed in ISAF Standing Operating Procedures 307, ISAF Civilian Casualties Handling Procedures. Given the strategic impact of CIVCAS, it is important that forces provide detailed reports to capture where and why CIVCAS are occurring in theater. This reporting will help commanders make the right decisions to continue the significant progress forces in theater have made at reducing CIVCAS. In addition to just capturing the details surrounding the incident, the CIVCAS assessment report directs units to also capture the key lessons they have learned from that CIVCAS incident. Providing this information will help share hard-earned lessons with other units in theater. To capture those lessons, however, units often need to conduct some form of internal investigation or assessment. There are two tools that units typically use for this purpose.

The first tool that most units use is an investigation that is conducted to capture the details surrounding a CIVCAS incident. These are usually in the form of that nation's and/or service's legal investigation, such as the Army Regulation 15-6 investigation for U.S. Army units. While these investigations can be used to determine whether negligence led to the CIVCAS, they are also great tools for learning. With this in mind, units need to broaden these investigations beyond whether the rules of engagement were followed and try to capture additional information that will help commanders and units learn from CIVCAS incidents. A list of information that should be identified through the conduct of the investigation is shown at Figure 7-1.

<ul style="list-style-type: none"> • General Information <ul style="list-style-type: none"> ▪ Date and time of incident. ▪ Number of civilians wounded/killed. • Unit Information <ul style="list-style-type: none"> ▪ Unit name (from regional command down to platoon). ▪ Time unit has been in theater. ▪ Unit assigned/available strength. • Mission Information <ul style="list-style-type: none"> ▪ Mission type (raid, convoy, checkpoint operations, etc.). ▪ Was it a partnered operation? If so, detail level of partnering. ▪ Length of time from receipt of mission to execution. ▪ Day or night operation; if both, was it day or night when CIVCAS occurred? ▪ Overall visibility. ▪ Weather conditions; was weather a factor? ▪ Was a troops in contact declared? ▪ How were the CIVCAS identified? • CIVCAS Mitigation Measures <ul style="list-style-type: none"> ▪ Was a battle damage assessment (BDA) conducted? <ul style="list-style-type: none"> • How soon after end of mission was it conducted? ▪ Was there Afghan participation? If so, detail. ▪ How the BDA was conducted (boots on the ground, aerial reconnaissance, etc.). ▪ Number of CIVCAS identified during initial BDA. ▪ Were there limiting factors with the CIVCAS BDA? ▪ Was medical care provided to any CIVCAS? <ul style="list-style-type: none"> ▪ How soon was it provided? ▪ Were any CIVCAS MEDEVAC'd for additional care? ▪ Was medical assistance coordinated with family and/or tribal leaders? ▪ Were any key leader engagements conducted? <ul style="list-style-type: none"> ▪ At what level and with whom? ▪ How soon after mission completion? ▪ Were condolence payments made? ▪ To whom and in what amount? ▪ How soon after mission completion? ▪ Were any media engagements conducted? <ul style="list-style-type: none"> ▪ At what level and with whom? ▪ With what tools (radio in a box, press release, etc.)? ▪ How soon after mission completion? ▪ Were other mitigation measures taken? If so, detail. 	<ul style="list-style-type: none"> • Engagement Information (for each engagement that resulted in CIVCAS) <ul style="list-style-type: none"> ▪ Number of CIVCAS wounded/killed for this engagement. ▪ Shooter nationality and unit. ▪ How long has the shooter been in theater (this deployment)? ▪ Number of previous OEF/OIF deployments for this shooter. ▪ Intended target and location (MGRS and description). ▪ Shooter location (MGRS and description). ▪ Range from shooter to target. ▪ How was positive identification (PID) acquired (deliberate targeting, self-defense; hostile act or hostile intent)? ▪ Weapon system used (that caused CIVCAS). ▪ Ammunition used (that caused CIVCAS). ▪ Platform fired from (that caused CIVCAS). ▪ Did rounds impact their intended target? If not, why not? ▪ Were CIVCAS caused as a primary effect (e.g., munitions hit civilians) or a secondary effect (e.g., falling debris hit civilians)? ▪ Were weapon malfunctions a factor? If so, explain. ▪ Did obscuration impact shooter's ability to engage target? If so, detail. ▪ Was shooter fatigue a factor? ▪ Was the shoot under enemy fire? ▪ Was the shooter qualified on the weapon used? • If close air support (CAS) was used: <ul style="list-style-type: none"> ▪ Was a 9-line provided? ▪ Was the pilot under enemy fire? ▪ Was the engagement controlled by a joint tactical air controller? If not, who controlled the engagement? ▪ Was the controller under enemy fire? ▪ Were friendly locations exchanged between the controller and the pilot? ▪ Was the target location agreed upon between the controller and the pilot? ▪ Was the target visible to the controller? ▪ Did the pilot/aircraft aid in gaining/maintaining PID? If so, how? ▪ What was the altitude of the aircraft? ▪ What was the CAS control level? • Other findings <ul style="list-style-type: none"> ▪ Were there any violations identified (rules of engagement, escalation of force, other negligence)?
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Figure 7-1

These investigations tend to be the most comprehensive look at CIVCAS incidents, yet they often remain in legal and command channels, which prevent them from being shared to a wider audience. Two important steps can be used to mitigate this and share valuable lessons. First, as part of the investigation, the investigating officer can identify the key lessons learned from the incident. These lessons can then be extracted from the investigation and shared through the CIVCAS assessment report or other means, such as a PowerPoint brief. The second step is to use these investigations to update the CIVCAS assessment report with the most accurate information available. This is important because while we can learn lessons from individual incidents, it is difficult to identify trends and systemic issues from a single incident. To capture the recurring themes, one must look at a number of CIVCAS incidents over time. If the CIVCAS assessment report is updated with the best information available, commands can better use the report to conduct detailed CIVCAS assessments to identify these trends, systemic issues, and corrective actions.

The next tool that exists to assist CIVCAS learning is the joint incident assessment team (JIAT). The JIAT is a tool the ISAF Joint Command (IJC) started using to quickly capture the key details from a CIVCAS incident and inform key leader engagements and strategic communication efforts. Typically, when a high-profile CIVCAS incident occurs, the IJC will send a team, led by a senior officer and possibly including members from the Afghan government and military, to the unit involved in the CIVCAS. Many times, if the incident has not risen to the level where the IJC feels it needs to conduct a JIAT, the regional command will put together an assessment team and conduct a regional command-level JIAT. These teams, whether from the IJC or the regional command, will interview forces involved in the incident, write a report, and provide that information back to their command. Usually, these assessments are conducted in a nonpunitive manner so that forces can feel more comfortable providing critical details. Like legal investigations, the JIAT will attempt to capture the key lessons from the CIVCAS incident.

One benefit of the JIAT over a legal investigation is that the typical time frame for conducting these assessments is about 48 hours, which allows the team to rapidly inform the command. The downside is that because of the rapid turnaround for these assessments, they are typically not as comprehensive as legal investigations. Therefore, to fully capture the lessons from a CIVCAS incident, units need to leverage both the JIAT and a legal investigation.

Once units have captured the lessons from CIVCAS incidents, they need to share them with other forces. They can do this by providing those lessons to their national and service lessons learned organizations (Center for Army Lessons Learned for U.S. Army units), but there is also a requirement to share lessons learned through the NATO process. On a regular basis, units



should enter their lessons into the Combined Information Data Network Exchange or provide them through their unit's established reporting process to the regional command, which will consolidate the lessons and provide them to the IJC. This process ensures the lessons are captured by NATO and shared among all nations involved in ISAF.

Finally, units at all levels should assess how they are avoiding and mitigating CIVCAS. Staffs at the IJC and the ISAF assess progress at reducing CIVCAS, but one of the challenges is putting CIVCAS numbers in context. There are many factors that can have an effect on CIVCAS numbers, such as a unit's operational tempo; the number of troops in an area; enemy activity and TTP; local population support for coalition operations; and whether coalition forces are conducting operations in the clear, hold, or build phase of operations. This type of contextual information is very difficult to capture the higher up the chain of command one goes. Ideally, brigade-level units will identify CIVCAS trends and provide some context for those trends. That assessment can then be pushed up the chain of command to inform higher level assessments.

Also, leaders should reward actions by Soldiers when they place themselves at increased risk to avoid CIVCAS. Soldiers are following the intent of the tactical directive every day, often while putting themselves at increased risk. However, these cases are rarely heard of because reporting tends to focus on when something bad happens. Rewards can range from a unit coin or a certificate to a valorous medal, depending on the incident. In addition, units should capture these positive examples in a storyboard that can be used to capture lessons and include the positive examples in command briefs or newsletters.

Appendix A

COMISAF's Tactical Directive

	<p>HEADQUARTERS International Security Assistance Force United States Forces-Afghanistan Kabul, Afghanistan APO AE 09356</p>	
<p>SUBJECT: COMISAF's Tactical Directive</p> <p>DATE: 30 November 2011</p>		
<p>The Commander of NATO's <i>International Security Assistance Force</i> (ISAF), General John R. Allen USMC, recently issued a revised <i>Tactical Directive</i>, putting his own personal stamp on the manner in which the Campaign is to be conducted. The <i>Tactical Directive</i> provides guidance and intent for the employment of force in support of ISAF operations and updates the version issued by his predecessor, General Petraeus, on 7 July 2011. This Directive also applies to all US forces operating under the control of <i>United States Forces – Afghanistan</i> (USFOR-A) under Operation <i>Enduring Freedom</i>. General Allen is absolutely committed to eliminating the tragic waste of human life amongst the law-abiding citizens of Afghanistan, and spares no effort in preventing civilian casualties whether caused by ISAF or US forces, or by the insurgents.</p> <p>What follows are the releasable portions of the <i>Tactical Directive</i>:</p> <p>Purpose. To provide my guidance and intent for the employment of force in support of ISAF and ANSF-partnered operations.</p> <p>Introduction.</p> <ul style="list-style-type: none"> • Our counter-insurgency campaign has achieved extraordinary success over the past 12 months. We continue to remove insurgent fighters from the battlefield at a very high rate; many more are voluntarily removing themselves from the fight. Much of this success is directly attributable to our application of well-founded counter-insurgency principles, specifically the focus on the Afghan population. We have improved security in key areas and measurably reduced the number of civilian casualties resulting from our operations. The population is becoming increasingly supportive of the Government of the Islamic Republic of Afghanistan (GIROA) and ISAF. We will continue to protect the citizens of Afghanistan. • We must balance our pursuit of the enemy with our efforts to minimize the loss of innocent civilian life and our obligation to protect our troops. Every civilian casualty is a detriment to our interests and those of the Afghan government, even if insurgents are responsible. We must redouble our efforts to eliminate the loss of innocent civilian life. Consider all use of force carefully. Ensure that the use of force is necessary and proportionate to the threat faced, and when applied it is precisely delivered. We must never forget that the center of gravity in this campaign is the Afghan people; the citizens of Afghanistan will ultimately determine the future of their country. • We must maintain our resolve in the face of a determined enemy. We are committed to protecting the people of Afghanistan. We must tenaciously pursue 		
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the enemies of the Afghan people, but to be clear, we must fight with great discipline and tactical patience.

- We can and will accomplish our mission through an even more judicious application of force. The insurgency is in disarray—we have disrupted their command and control and many of their leaders have retreated to safe havens abroad. This creates an opportunity to capitalize on the Afghan public's discontent with the insurgency's destructive impacts on their lives. It is time to exploit the insurgency's disarray by reinforcing through action that we are here to support the people of Afghanistan. This is not about comparing our actions with those of the insurgents as we are rightly held to a higher standard by both the Afghan population and the International Community.
- Afghan forces are vital to the execution of the combined campaign plan. They know and understand this country in a way none of us ever will, and they already shoulder much of the security responsibility, and the majority of the casualties. Their participation in all of our operations is essential to success.
- Finally, we must be consistent in our application of this directive, the rules of engagement and the Law of Armed Conflict (LOAC). I expect all commanders to conduct regular reinforcement training in the application and employment of force, guided by Rules of Engagement (ROE), LOAC and the intent of this Directive. I also insist that all planning and execution of operations account for our obligations to employ force consistent with the principles of military necessity, proportionality, distinction and humanity in accordance with LOAC.

Commander's Intent. My intent is to eliminate ISAF-caused civilian casualties across Afghanistan, and minimize civilian casualties throughout the area of operations by reducing their exposure to insurgent operations. I am equally determined that my direction in no way compromises the inherent right of every individual and unit to employ appropriate measures in self-defense.

Direction. In order to achieve my intent:

- Presume that:
 - every Afghan is a civilian until otherwise apparent;
 - all compounds are civilian structures until otherwise apparent;
 - in every location where there is evidence of human habitation, civilians are present until otherwise apparent.
- Partner with *Afghan National Security Forces*¹ (ANSF) whenever possible. ANSF should be in the lead wherever possible. ISAF operations benefit from ANSF situational awareness and lowering civilian anxiety when communicating with fellow countrymen.

¹ The term ANSF encompasses Afghan Uniformed Police (AUP), Afghan Local Police (ALP), the Afghan National Army (ANA) and other bodies responsible for the security of the country.

- Conduct ground battle damage assessments in all situations where there is a potential loss of life or injury to insurgents or Afghan civilians, except when an assessment would put ISAF personnel at greater risk.
- Investigate every allegation of civilian casualties.
- Apply the LOAC principles: military necessity/objective, distinction, proportionality, and humanity on all operations:
- Value every Afghan civilian life.
- Manage the consequences of any mistake expeditiously, honestly and openly, properly expressing condolences.

Respect for Human Rights. A significant component of our campaign is championing the respect for human rights and supporting GIRoA's development of institutional protections of every citizen's human rights in accordance with LOAC, international law, and the laws of Afghanistan. ISAF will support and encourage GIRoA to hold those responsible accountable for their actions. These actions are vital in building the Afghan population's confidence and trust.

Command Responsibility. Eliminating civilian casualties is a difficult task, requiring constant command attention. I expect commanders at all levels to place as high a priority on it as I do. It is a command responsibility to reinforce, refresh and review training of and for subordinates on a regular basis, identify failings and take corrective action. Where engagements *appear* to have breached any aspect of this Directive, whether or not they resulted in civilian casualties, I expect commanders to investigate. We are in a better position tactically, operationally and strategically when we are first with the truth.

Conclusion. We need to build on the momentum we have achieved. I require all personnel to use force judiciously, especially in situations where civilians may be present. This is a critical challenge at a critical time, but we must and will succeed. I expect everyone under my command to adhere to both the letter and spirit of this Directive. Commanders' judgment should always be guided by my intent.

Take the fight to the enemy, protect the Afghan people and help our Afghan partners defeat the insurgency.

Original document signed by

JOHN R. ALLEN
General, United States Marine Corps
Commander
International Security Assistance Force/
United States Forces-Afghanistan

Appendix B

Collateral Damage Awareness Training Support Package

The following training support package (TSP) developed by the U.S. Army Fires Center of Excellence (FCoE) is an abridged version extracted from the original. This TSP helps familiarize Soldiers, leaders, and units preparing for upcoming deployments to Operation Enduring Freedom (OEF) with collateral damage awareness that conforms to the current standing rules of engagement (ROE) and escalation of force (EOF) procedures. Although the TSP is formatted for a classroom setting, it could be adapted at home station or other training settings by units for professional development classes, be read individually, or be read in a group setting followed by discussion to gain valuable insight and lessons. The entire TSP, which includes an animated video produced by U.S. Army Training and Doctrine Command (TRADOC) Capability Manager-Gaming, is based on actual operations in OEF. The video and complete TSP is available from the Army Training Network site at:

<https://atn.army.mil/unprotected/login.fcc?TYPE=33554433&REALMOID=06-0b896d66-59fb-1039-b5bf->

Access to this website is restricted to Department of Defense personnel with protected identification/password and/or common access card.

Tactical Decision Making: Achieving the Mission, Minimizing Collateral Damage, and Winning the Strategic Information Battle

Training Support Package and Facilitator's Guide

Subject: Tactical Decision Making

Facilitator Materials

1. Facilitator Guide (Unclassified/For Official Use Only).
2. Collateral Damage Training Video produced by TRADOC Capability Manager-Gaming (Unclassified/For Official Use Only).
3. Whiteboard and/or turn-charts with stands.
4. Whiteboard and/or turn-chart markers.

Student Materials

1. U.S. Central Command (USCENTCOM) Unclassified Executive Summary: USCENTCOM Investigation into Civilian Casualties in Farah Province, Afghanistan, on 4 May 2009, dated 18 June 2009 (Unclassified/For Official Use Only).
2. James Warden, "Anatomy of an Airstrike," May 31, 2009, *Stars and Stripes* Mideast edition.
3. "Afghan Probe Finds 140 Civilians Killed in US Airstrike," May 16, 2009, Afghanistan News.Net.
4. "US Airstrikes Kill Dozens in Afghanistan," May 07, 2009, *China Daily*.
5. "Afghans: US Bombing Run Kills Dozens of Civilians," May 6, 2009, *Samoa News*.
6. Whiteboard and/or turn-chart with stand for each group of four to six Soldiers.

Target Audience

1. Brigade and battalion staff members at the rank of master sergeant, sergeant major, chief warrant officer 3 and 4, captains, and majors.
2. Company-level leaders such as platoon sergeants, first sergeants, warrant officers 1 and 2, lieutenants, and captains.

Facilitator Requirements

1. Recommended rank of first sergeant, chief warrant officer 4, and major or above.
2. Extensive operational experience in Operation Iraqi Freedom (OIF) and OEF.
3. Comprehensive knowledge in the topics addressed within the stated objectives and goals of this TSP.

References

1. USCENTCOM Unclassified Executive Summary: USCENTCOM Investigation into Civilian Casualties in Farah Province, Afghanistan, on 4 May 2009, dated 18 June 2009 (Unclassified/For Official Use Only).
2. Joint Publication 3-60, *Joint Targeting*, 13 April 2007.

Objectives

1. Given an operational scenario, determine a proportional course of action (COA) that is consistent with ROE, achieves the mission, and supports the strategic information battle.
2. Given an operational scenario and a selected COA, identify and mitigate intended and unintended consequences to support the strategic information battle.

Goals

1. Reinforce the necessity to minimize collateral damage.
2. Reinforce the necessity for consideration of the inherent consequences and risks to the indigenous population associated with tactical action.
3. Reinforce consideration of the ROE in the decision-making process.
4. Reinforce the necessity for proportionality in determining a COA or response appropriate to the threat and risk to friendly and noncombatant personnel.
5. Reinforce the importance of achieving positive identification (PID) in making engagement decisions.
6. Reinforce the importance of conducting timely battle damage assessment (BDA) and in assessing unintended as well as intended effects.
7. Reinforce and explore the potential and possible consequences for employing various lethal and nonlethal options.

8. Reinforce the importance of considering culture and language in the decision-making process.
9. Reinforce the strategic information operations (IO) implications of intended and unintended effects.
10. Reinforce methods to mitigate intended and unintended consequences to support the strategic IO battle (e.g., public affairs/media operations, infrastructure implications, restitution and solatia [payment settlement], local and nation government implications, local and regional religious implications, culture and language implications, etc.).

Gain Attention

On 4 May 2009 in the province of Farah in the vicinity of the Gerani Village, Afghanistan, the Independent Human Rights Commission concluded that 97 civilians were killed, including 65 children and 21 women, as a result of lethal U.S. actions. Early Afghanistan government estimates rose to as high as 140 civilian casualties (CIVCAS). How might this and future unintended incidents have been avoided or mitigated?

Stimulate Recall of Prior Knowledge

Many if not all of you have recent combat experience and have first-hand knowledge of the tactics of the adversary. The intent of this experience is to explore an actual situation that occurred recently in Afghanistan, along with other realistic situations, and apply what we learn to how we will conduct future operations. During our discussion and decision-making exercises, please share your operational experience and apply what you have learned from those experiences to improving the quality of the class.

Lesson Body

1. View and discuss the collateral damage training video. (Guided discussion)
 - a. Provide context for the video. In response to the Farah incident during OEF and the resulting lessons learned, the Combined Arms Center, in collaboration with the FCoE, has developed this TSP to reinforce specific decision-making considerations regarding the use of force and the avoidance of unnecessary collateral damage. This TSP utilizes the actual Farah, Gerani Village situation and other scenarios based upon actual situations to stress the importance of effective decision making and reinforce critical decision-making points, such as minimizing collateral damage, ROE, PID, timely BDA, proportionality, strategic IO, consequence management of intended and unintended effects, lethal and nonlethal options, and IO implications. This lesson is student-centered. Please share your

experiences and expertise as we discuss considerations and assess the best approach to addressing each of the situations.

b. The following specific considerations and principles are the focus of the TSP and should be specifically addressed when examining the situations:

- (1) Consider the necessity to minimize collateral damage. Unnecessary collateral damage provides the enemy the opportunity to shape the information battle against us and does not reinforce our primary mission of stabilizing and rebuilding.
- (2) Consider the inherent consequences and risks to the indigenous population associated with tactical action. Sustaining the trust of the local civilian population makes it more difficult for the enemy to operate and supports the success of the strategic information battle.
- (3) Consider the ROE in the decision-making process. ROE are designed to prevent the inadvertent escalation of a situation and strive to follow general precepts of law. In all cases, ROE do not preclude a service member's right to defend himself if engaged.
- (4) Consider the necessity for proportionality in determining a COA or response appropriate to the threat and risk to friendly and noncombatant personnel. Proportionality prohibits the use of any kind or degree of force that exceeds that needed to accomplish the military objective. Proportionality compares the military advantage gained to the harm inflicted while gaining this advantage. Proportionality requires a balancing test between the concrete and direct military advantage anticipated by attacking a legitimate military target and the expected incidental civilian injury or damage. Proportionality seeks to prevent an attack in situations where CIVCAS would clearly outweigh military gains.
- (5) Consider the importance and ability of achieving PID in making engagement decisions. PID of the threat and assessment of the potential for collateral damage are paramount components for making a decision to use or escalate lethal force. If time and situation permit, use all available means to achieve PID.

(6) Consider the importance and ability of conducting timely BDA and in assessing unintended as well as intended effects. Timely and thorough BDA minimizes the ability of the enemy to shape the IO battle. As you will see in the video scenario that we are about to watch, lack of timely, sufficient BDA has a significant effect.

(7) Consider the lethal and nonlethal options available, and employ a response or combination of responses most appropriate to the situation.

(8) Consider the importance of culture and language to the situation. Assess the availability and/or necessity for interpreters, female search teams, and so forth when making tactical decisions.

(9) Consider the strategic information battle implications of intended and unintended effects. With the advances in technology, our enemies can easily wage an information war against us and diminish the trust of host nation personnel necessary for success. Even the mere presence of U.S. forces has implications, so mitigating these implications is critical to continued and future mission success.

(10) Consider methods to mitigate intended and unintended consequences to support the strategic information battle (e.g., public affairs/media operations, infrastructure implications, restitution/solatia, local and nation government implications, local and regional religious implications, culture and language implications, etc.).

c. Play the video from beginning to end for the class.

d. Ask the class the following questions. (Ask individuals and/or the class to qualify and provide a specific rationale for their responses. What is the basis for your response? What principle or consideration does it support? Was the action taken consistent with the immediate threat?)

(1) How might the casualties taken by the ground force have influenced the commander's decisions?

(2) Was the collateral damage from the F-18 strikes proportional to the situation? Why?

- (3) Was the collateral damage from the B1B strikes proportional to the situation? Why?
- (4) Did the immediacy of the threat warrant the F-18 strikes? Why?
- (5) Did the immediacy of the threat warrant the B1B strikes? Why?
- (6) Were the ROE complied with throughout the incident? If any, with what specific ROE did the commander not comply?
- (7) Was sufficient PID of the target(s) achieved for the F-18 strikes? If so, how was PID achieved? What makes PID sufficient or insufficient in this instance?
- (8) Was sufficient PID of the target(s) achieved for the B1B strikes? If so, how was PID achieved? What makes PID sufficient or insufficient in this instance?
- (9) What is the importance of conducting timely BDA? In this instance, how did the absence of timely BDA affect the situation? Specifically, how did it affect the strategic information battle?
- (10) Realistically considering the ground force's situation, what measures might have been taken to have conducted timely BDA? Was timely BDA in this situation realistic?
- (11) How did the outcome of this situation affect the strategic information battle? What specific aspect of the situation most adversely affected the strategic information battle?
- (12) What approaches might have been employed to mitigate intended and unintended consequences of the situation on the strategic information battle? For example, how might public affairs or the media been used? (Prompt the class to consider the following as appropriate or necessary: infrastructure implications, restitution/solatia, local and nation government implications, local and regional religious implications, culture and language implications, etc.).

e. Provide the Soldiers with approximately five minutes to review the collection of news articles reporting on the unintended effects of the Gerani Village incident.

(1) Ask individual Soldiers to share their thoughts about what they read in the articles.

(2) Reinforce to the Soldiers the significant public scrutiny over our actions and that we must be every mindful of the consequences of the decisions we make in the execution of conflict.

f. Ask the Soldiers if there are any questions or comments about the Gerani Village incident before summarizing the situation and examining additional scenarios.

g. Summarize the Farah, Gerani Village incident as follows:

(1) In each case, the totality of the circumstances — the identified number of enemy fighters, the enemy's assessed intent as validated by multiple forms of real-time intelligence, continuous direct-fire engagements, and the threat of enemy forces massing to re-attack — validated the lawful military nature of the air strikes. However, the inability to discern the presence of civilians and assess the potential collateral damage of those strikes is inconsistent with the U.S. government's objective of providing security and safety for the Afghan people.

(2) The Afghan National Security Forces (ANSF) and coalition forces also sustained casualties during this engagement. Two U.S. personnel, five Afghan National Police (ANP), and two Afghan National Army (ANA) soldiers were wounded in the fighting. Additionally, five ANP were killed in the direct firefight with the enemy. While the ANA lost no Soldiers during this engagement, a U.S. Navy Corpsman, wounded in the most violent of the ground fighting, is credited with saving the life of the senior ANA noncommissioned officer (NCO), who was hit by a gunshot to the shoulder. The United States ultimately medically evacuated the ANA NCO and Navy Corpsman, and both recovered. Additionally, USCENTCOM's investigation report estimates that at least 78 Taliban fighters were killed.

(3) While the USCENTCOM investigation assessed approximately 26 CIVCAS based upon information from various sources and on new graves in the Gerani area in early

May 2009, no one will ever be able conclusively to determine the number of CIVCAS that occurred on 4 May 2009. The USCENTCOM investigation does not discount the possibility that more than 26 civilians were killed in this engagement. Additionally, the investigation team noted that the report by the Afghan Independent Human Rights Commission, published on 26 May 2009, represents a balanced, thorough investigation into the incident, citing as many as 86 CIVCAS, with approximately lessons learned for all involved in the fighting on 4 May — the United States, Afghanistan, and the Taliban.

(4) U.S. leaders at all levels have expressed their deep regret over the 4 May 2009 incident in Farah near the Gerani Village area, noting that the unnecessary loss of even one innocent life is too many. As the Afghans and their coalition partners continue to engage an enemy force that deliberately chooses to fight from within inhabited areas, placing innocent civilians at risk, the United States and coalition forces must adapt their tactical approach and techniques in a way that prioritizes avoidance of CIVCAS as a fundamental aspect of mission success.

2. Facilitate all or a sampling of the additional scenarios contained in Annexes A through G to provide Soldiers with further opportunities to apply relevant considerations and principles associated with proportional decision making that minimizes collateral damage and supports the strategic information battle.

- a. Break the group of Soldiers into smaller groups of three to six individuals.
- b. Ensure that each group is provided with a whiteboard and markers, turn-chart with stand and markers, or another means to capture the group's considerations and recommendations.
- c. Provide each group with instructions to analyze the given scenario and select the most proportional option that minimizes collateral damage and supports the strategic information battle. Additionally, ask the group to address the relevant principles and considerations listed below in the rationale for choosing a specific option.

(1) Consider the necessity to minimize collateral damage. Unnecessary collateral damage provides the enemy the opportunity to shape the information battle against us and

does not reinforce our primary mission of stabilizing and rebuilding.

(2) Consider the inherent consequences and risks to the indigenous population associated with tactical action.

(3) Consider the ROE in the decision-making process.

(4) Consider the necessity for proportionality in determining a COA or response appropriate to the threat and risk to friendly and noncombatant personnel.

(5) Consider the importance and ability of achieving PID in making engagement decisions.

(6) Consider the importance and ability of conducting timely BDA and in assessing unintended as well as intended effects.

(7) Consider the lethal and nonlethal options available, and employ a response or combination of responses most appropriate to the situation.

(8) Consider the importance of culture and language to the situation. Assess the availability and/or necessity for interpreters, female search teams, and so forth when making tactical decisions.

(9) Consider the strategic information battle implications of intended and unintended effects.

(10) Consider methods to mitigate intended and unintended consequences to support the strategic information battle (e.g., public affairs/media operations, infrastructure implications, restitution/solatia, local and nation government implications, local and regional religious implications, culture and language implications, etc.).

d. Ask each group to have a representative to present its most preferred option along with the associated rationale for selecting the option. Ask probing questions to ensure that the group representative addresses relevant principles and considerations.

e. Once each group has presented its preferred option and rationale, reinforce the most proportional option and summarize the key considerations and IO implications for each situation.

3. Ask the Soldiers if there are any questions or if they have any comments they would like to share with regard to the learning objectives or goals prior to summarizing and closing the lesson.

Summary

The unfortunate circumstances of the Gerani Village incident are a reminder of the complexities of the strategic information battle. The decisions and actions of every service member pose implications that contribute to either a setback or continued success toward the strategic objective. None of these decisions and resultant actions are more significant than the decision to use lethal force. Collateral damage cannot always be avoided. However, the application of the considerations presented in this lesson will help you in making decisions that are proportional to the threat and mitigate unintended consequences.

Annex A

Situation 1: Urban Ambush

Scenario

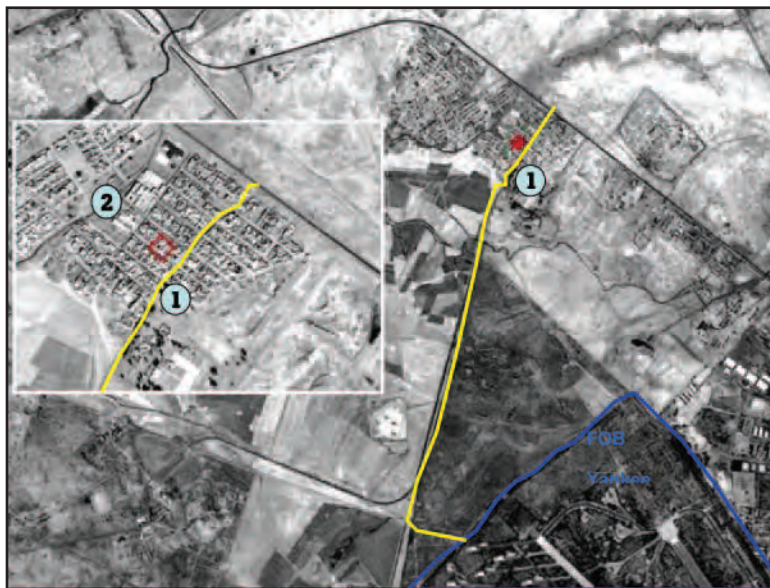


Figure B-1

Situation

A combat patrol exits a forward operating base (FOB) along route Gold and contacts an improvised explosive device (IED)-initiated ambush with rocket propelled grenades (RPGs).

a. The civilian population suffers six casualties before 10 insurgents fall back into the village. The village is heavily populated with civilians. A local medical clinic also operates in the general area.

b. Insurgents are utilizing the populace, residences, and rooftops for concealment as they continue to engage the patrol with fire. In the crossfire, insurgents have killed two civilians and risk wounding or killing others.

c. The relationship with the local sheik and other key personnel is good.

Options for Force

1. Employ the quick reaction force (QRF), which includes civil affairs personnel, interpreters, and female search teams. The QRF can be employed in 20 minutes.
2. Employ close air support (CAS) — two Air Force F-16 Fighting Falcons with 500-lb bombs. The F-16s can be available within 30 minutes for a strike.
3. Employ indirect fire from four 155 mm howitzers capable of delivering high explosive (HE) or Excalibur precision-guided, extended-range artillery-projectile munitions. Indirect fires from the howitzers can be available within 20 minutes.
4. Employ indirect fire from four 60 mm mortars capable of delivering HE or smoke munitions. Indirect fires from the mortars can be available within 15 minutes.
5. Request host nation security forces to support the situation. Host nation security forces can be on station within 50 minutes.

Considerations and Potential Consequences

Considerations

1. The situation affords some time to deliberately choose a COA.
2. Even with troops in contact, proportionality must still be considered before using lethal means.
3. Tactical air control (TAC) is available for control of CAS. Insurgents can no longer easily be tracked, although a team is entrenched in a group of four houses (highlighted in red in Figure B-1).
4. Both cannon and mortar fires are within range. Target location and mensuration are critical in determining the appropriateness for using indirect fire.
5. Relationships with local government and religious leaders are key factors in determining the level of cooperation likely from the population. Engage key local personnel if the situation permits.

Consequences for selected use of force

1. The QRF neutralized the insurgents, but the lethal actions taken led to seven CIVCAS from the crossfire with insurgents. Most of the CIVCAS were a result of insurgent small-arms and RPG fire. Some damage was caused to residences during the battle.

2. The use of CAS lead to extensive structural damage and caused disproportionate CIVCAS. Water, sewer, and electrical service was damaged for a significant portion of the village.
3. The use of howitzer or mortar indirect fire required U.S. personnel to fire and maneuver to achieve PID on the target. Five CIVCAS resulted from the crossfire with insurgents. Substantial damage to residences occurred, along with isolated damage to electrical services.
4. The use of host nation forces to support U.S. personnel in clearing out civilian personnel prior to employment of lethal action led to the prevention of further CIVCAS and caused minor damage to residences in a contained portion of the village.

Information Operations Impact and Mitigation

1. Insurgents may likely blame the civilian deaths from small-arms fire on U.S. forces.
2. Any civilian wounded should be immediately treated by U.S. or host nation personnel.
3. Lives saved through lethal or nonlethal actions should be reported and presented as media coverage.
4. Solatia payments must be made for deaths, injuries, or property destruction, regardless of the source.
5. Damage to infrastructure may require initiation of construction, water, sewage, electric, telecommunications, and other projects in the event of any extensive damage.
6. If a decision is made to clear out civilian personnel, ensure female search teams are available to support the operation and avoid insult to legitimate noncombatant personnel.

Annex B

Situation 2: School Days

Scenario



Figure B-2

Situation

An unmanned aerial vehicle identifies four males in a pickup truck in the vicinity of a local school. The school location is (1) in Figure B-2. The individuals are burying what appears to be a mortar in the ground up to the weapon's muzzle. The mortar and insurgents are in a field 60 meters from the school at location (2) in Figure B-2. During your relief in place/transfer of authority, you identified this location as a historical point of origin for harassing mortar fires. These fires have increased recently and resulted in the deaths of three civilian contractors.

Options for Force

1. Guided Multiple Launch Rocket Systems (GMLRS) unitary munition is available. The brigade combat team (BCT) tactical operations center (TOC) is not Precision Strike Suite-Special Operation Force (PSS-SOF) capable.

2. CAS is available through an F-16 with 500-lb munitions. The F-16 can be on station within 30 minutes.
3. A 155 mm howitzer section with Excalibur munitions is available. There are no preplanned ballistic impact points (BIPs) for Excalibur.
4. A platoon-size combat patrol is in the vicinity and can be in the area within 15 minutes.

Considerations and Potential Consequences

Considerations

1. Any use of lethal force must be proportional to the threat.
2. The insurgents appear to be preparing for a future attack.
3. Coordinate-seeking munitions such as GMLRS and Excalibur are only as precise as the mensuration tools available.
4. While the elimination of four insurgents and one mortar may constitute retribution for the contractor deaths, the higher payoff target likely exists in the planning cell, which can only be identified through continued tracking.

Consequences for selected use of force

1. Use of CAS is late, and six children are killed during the attack on a displacing target.
2. Use of GMLRS unitary is inaccurate due to ellipsoid errors, resulting in four dead.
3. The Excalibur mission is delayed due to lack of preplanned BIPs. The mission kills one insurgent and causes collateral damage to the school building.
4. The ground force neutralizes the insurgents and gathers partial intelligence.

Information Operations Impact and Mitigation

1. Any use of lethal force will require the payment of solatia.
2. Damage to the school will require an extensive IO campaign to rebuild trust in the community.
3. Public affairs should be leveraged to reduce the insurgent's ability to exaggerate the incident.

Annex C

Situation 3: Counterstrike

Scenario

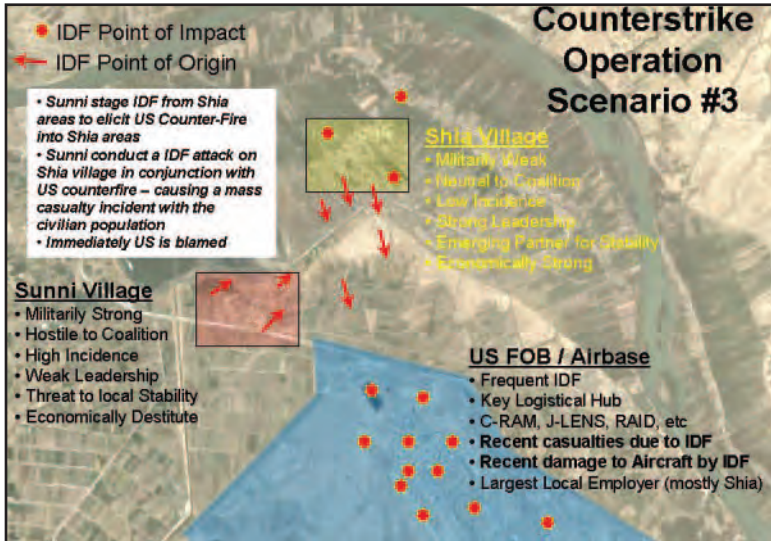


Figure B-3

Situation

Sectarian groups wish to incite tribal and religious violence. The groups are willing to cause CIVCAS and are working with outside groups (Hamas). They are well funded and equipped but poorly trained. The groups use one Sunni village as a base to fire against a Shia village and a FOB. The groups use the “hugging” technique to mitigate U.S. counterfire and to intimidate locals. There is a history of high indirect-fire incidents in the area, and casualties are frequent and increasing over time. A significant number of CIVCAS has occurred as a result of these events. The groups have used U.S. counterfire to incite the local population. An Army Regulation (AR) 15-6 investigation is being conducted, but a U.S. counterstrike operation is authorized to continue.

Options for Force

1. Immediate response options:
 - a. Armed intelligence, surveillance, and reconnaissance (ISR) assets (Predator, Reaper, etc.) are available.
 - b. Fixed-wing CAS is available and is also capable of conducting ISR with a targeting pod.
 - c. Indirect fires from 120 mm mortars are available.
 - d. Direct fire through a counter rocket, artillery, and mortar (C-RAM) engagement is available.
 - e. Fixed site ISR via RAID system cameras and Joint Land Attack Cruise Missile Defense Elevated Netted Sensor (J-LENS) is available.
2. Intermediate response options:
 - a. Conduct a maneuver platoon patrol to secure the site (point of impact).
 - b. Conduct a leader engagement with village and tribal leaders.
 - c. Utilize an additional maneuver platoon dedicated to consequence management, sensitive site exploitation, and evidence collection.
 - d. Modified response to indirect fire in the engagement area.

Considerations and Potential Consequences

Considerations

1. What will be the Sunni response in the near term and long term?
2. What will be the Shia response in the near term and long term?
3. What will be the U.S. response in the near term and long term? Will the United States treat casualties? Will the United States pay claims to the victims of the Sunni attack?
4. What nonlethal targets will emerge from this incident? What nonlethal methods of engagement are indicated?
5. What does the consequence management response include?
6. How will the immediate- and long-term employment of counterstrike operations be affected?

7. What modifications to battle drills are required?
8. Will the ROE change as a result?

Consequences for selected use of force

1. Lethal immediate responses give the insurgents a basis for the support of their IO campaign. Collateral damage from counterfire operations are exaggerated and used against coalition forces.
2. In every case, with the exception of C-RAM, collateral damage results from the use of lethal action.

Information Operations Impact and Mitigation

1. The ground commander is the most important presence on scene.
2. Leverage the local political leader (council chairman), local tribal leader (sheik), and local religious leader (imam).
3. Use a combat camera to document the incident for future engagements.
4. Conduct tactical psychological operations team and civil affairs team assessments.
5. Utilize public affairs to leverage the local media (print, radio, television, and Internet) and international media (print, television, and Internet).
6. Conduct sensitive site exploitation and evidence collection.
7. Ensure legal documentation is included, such as AR 15-6 investigation and target folders.
8. Include incident evaluation and analysis.

Annex D

Situation 4: The Bazaar

Scenario

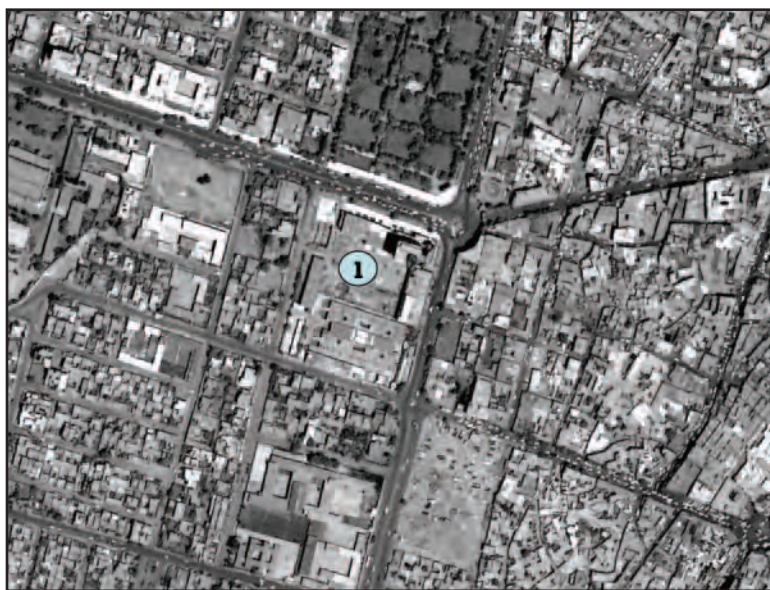


Figure B-4

Situation

Following contested elections, insurgents hang posters in a bazaar (location [1] in Figure B-4) claiming U.S. tampering and general anti-coalition sentiment. The insurgents are inciting violence among the younger portion of a crowd of 200, and the crowd is becoming restless. Small fights have already erupted. As violence seems more imminent, the host nation police ask for U.S. support in repelling the violence and apprehending the insurgents.

Options for Force

1. Employ a QRF with civil affairs, interpreters, and female search (Tigress) teams. The QRF can be available in 20 minutes.
2. CAS is available through two F-16s with 500-lb munitions. CAS can be available within 30 minutes.

3. An Apache with a 30 mm chain gun is available.
4. Host nation security forces can be available with 15 minutes.

Considerations and Potential Consequences

Considerations

1. With respect to proportionality, the threat is against the IO campaign but just as devastating.
2. It is possible to use lethal platforms in nonlethal methods.
3. An F-16 fly-by has been used successfully in dispersing crowds.
4. The host nation's police force is not proficient in using anything other than heavy-handed tactics.

Consequences for selected use of force

1. Use of CAS or Apache for strafing runs or delivery of ordnance causes severe casualties. Although the dead amount to 23, anti-coalition forces claim, video tape, and broadcast hundreds of deaths.
2. Use of the U.S. QRF in conjunction with host nation forces causes seven civilian deaths, although three of the casualties were incited by the insurgents.

Information Operations Impact and Mitigation

1. Any use of lethal force will require the payment of solatia and will include payments for damaged businesses.
2. Publicity of the incident will require an extensive IO campaign to highlight the request for U.S support and the partnership with host nation forces.
3. Public affairs must be leveraged to reduce the insurgent's ability to exaggerate the incident.

Annex E

Situation 5: Blowing the Roof Off

Scenario



Figure B-5

Situation

A house-born improvised explosive device (HBIED) is found during a deliberate concept of operations (CONOP) to a safe house.

Options for Force

1. On-call CAS is 15 minutes away.
2. GMLRS is available and within range.
3. Predator is 10 minutes away.
4. Excalibur is unavailable and out of range.

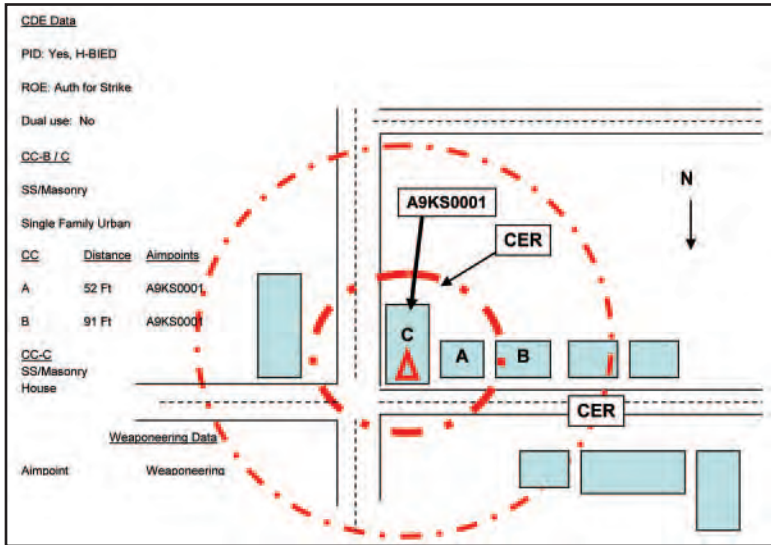


Figure B-6

Considerations and Potential Consequences

Considerations

1. Any use of lethal force must be proportional to the threat.
2. Attempting to disarm the HBIED can result in the loss of numerous key coalition forces personnel.
3. Precision-guided munitions are only as precise as the mensuration tools available at the BCT level (e.g., PSS-SOF).
4. Snap traffic control points (TCPs) can re-route traffic, thus minimizing collateral damage during daylight hours.
5. The elimination of the HBIED in a timely manner would reopen this key main supply route (MSR) for civilian traffic as well as restore freedom of movement to coalition forces and indigenous security forces.

Consequences for selected use of force

1. Use of GMLRS will destroy the structure, thus eliminating the threat.
2. Use of Predator (precision-guided munition) will destroy the structure, thus eliminating the threat.

Information Operations Impact and Mitigation

1. In any use of lethal force, solatia payments must be prepositioned.
2. The BCT must have prepared generic messages to be broadcasted over radio within 30 minutes and handbills passed out within two hours at the site to limit enemy IO effectiveness.
3. A battle drill must be in place for indigenous civil leadership (city mayor and provincial governor) and security force leadership (chief of police) to inform the populace.
4. Indigenous governance and security officials must be at the forefront of all incidents involving use of lethal force.

Annex F

Situation 6: The Mosque

Scenario

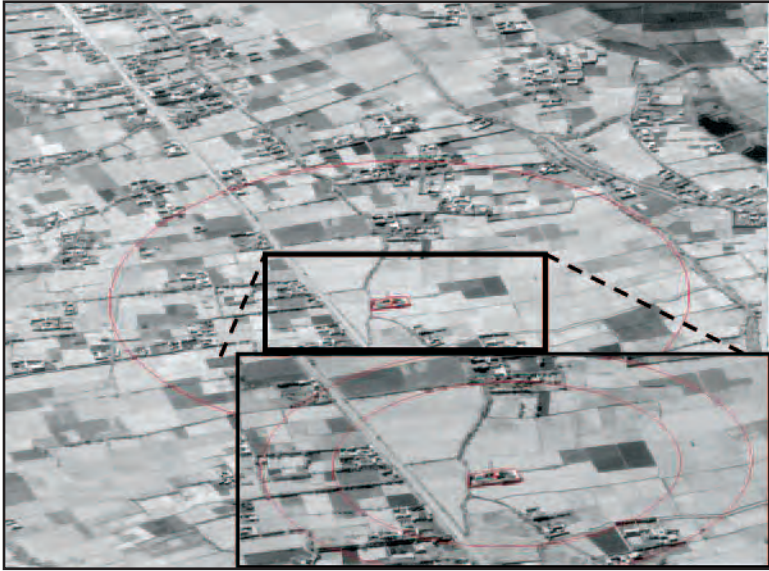


Figure B-7

Situation

A troops-in-contact unit reports several casualties. Insurgents take refuge in a category 1 structure (mosque) and continue to engage coalition forces.

Options for Force

1. CAS is on station.
2. All surface-to-surface weapon systems are unavailable or out of range.
3. Close combat attack (CCA) is 30 minutes away.

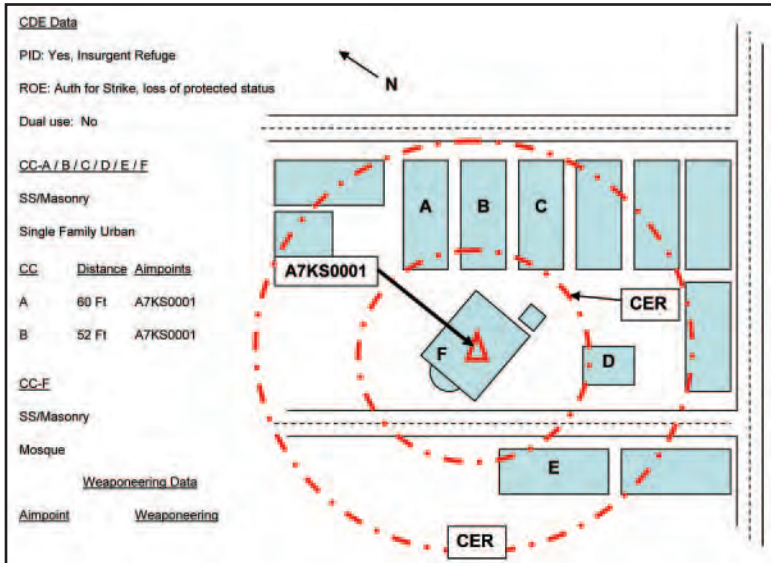


Figure B-8

Considerations and Potential Consequences

Considerations

1. Any use of lethal force must be proportional to the threat.
2. Insurgents occupied the mosque to prevent capture by coalition forces.
3. Precision-guided munitions are only as precise as the mensuration tools available (PSS-SOF).
4. The collateral damage estimate (CDE) can only account for an average of civilian traffic around the mosque.
5. While the elimination of three to five insurgents would temporarily reduce small-arms fire attacks along this MSR, the United States would only temporarily regain freedom of movement while losing public trust and confidence.

Consequences for selected use of force

Use of CAS (precision-guided munitions) will destroy the structure. If done during daylight hours, we will remove three to five high-value individuals, but 10 CIVCAS are almost a certainty.

Information Operations Impact and Mitigation

1. Any use of lethal force will require the payment of solatia.
2. Damage to the mosque will require an extensive IO campaign to rebuild trust in community.
3. Public affairs must be leveraged to reduce the insurgent's ability to exaggerate the incident.

Annex G

Situation 7: Not So Safe House

Scenario

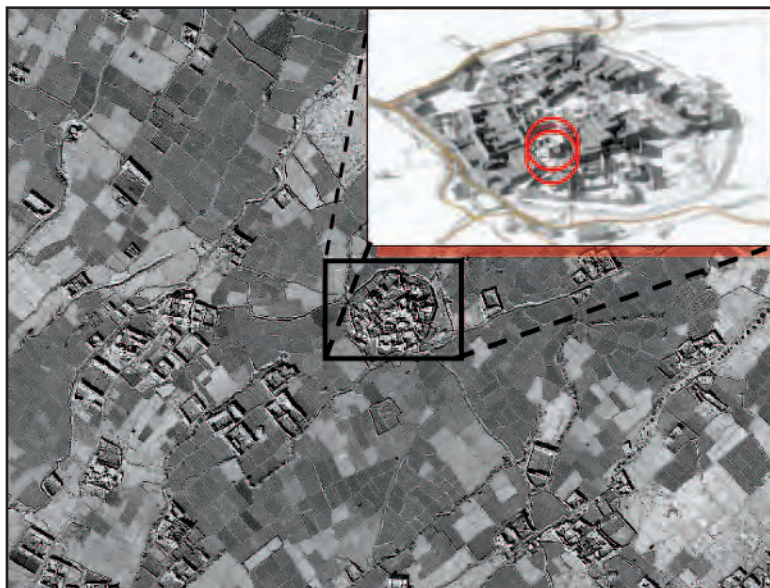


Figure B-9

Situation

A safe house and an explosively formed projectile (EFP) cache are found. It is 50 meters from a category 1 facility (bazaar). A night engagement is recommended for the CONOP due to CDE level 5 during daytime, CDE level 3 at night.

Options for Force

1. CAS is available. A CAS request has been approved.
2. GMLRS is available and within range.
3. Excalibur is available and within range.

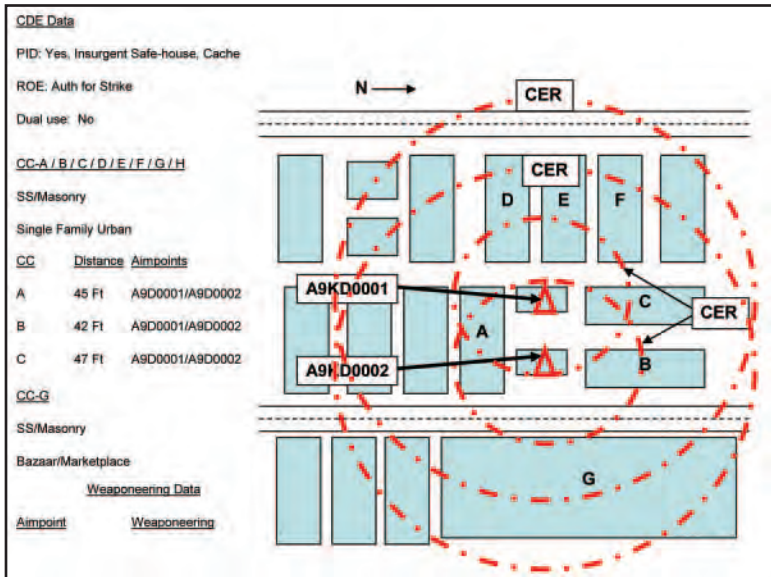


Figure B-10

Considerations and Potential Consequences

Considerations

1. Insurgent EFP IED cell members routinely occupy these structures.
2. The safe house appears to be used as a staging area to prepare EFPs for emplacing along a nearby MSR.
3. Precision-guided munitions are only as precise as the mensuration tools available (PSS-SOF) and the skill of the operator.
4. The CDE can only account for an average of civilian traffic and occupation of the surrounding structures.
5. While the elimination of the cache and the safe house would temporarily reduce IEDs along this MSR, coalition forces would only temporarily gain freedom of movement until the IED network relocates. Additionally, it would take coalition forces two to three weeks to sort out the new leadership who fill in the void.

Consequences for Selected Use of Force

1. Use of CAS (precision-guided munitions) will destroy both structures and severely damage surrounding structures.
2. If done during daylight hours, we will eliminate three to five high-value individuals but also incur 15 to 25 CIVCAS.
3. If we wait until nighttime, we will destroy both structures and minimize expected collateral damage to three to five CIVCAS.

Information Operations Impact and Mitigation

1. Any use of lethal force will require the payment of solatia.
2. Damage to the school will require an extensive IO campaign to rebuild trust in community.
3. Public affairs should be leveraged to reduce the insurgent's ability to exaggerate the incident.

Appendix C

Nonlethal Tools, Equipment, and Capabilities

The use of nonlethal weapons (NLW) and munitions provide a safer, less-than-lethal alternative capability to warn and deter individuals during potential escalation of force (EOF) incidents that could lead to a civilian casualty (CIVCAS) event. EOF is one of the leading causes of CIVCAS. Units should use nonlethal munitions and tools whenever possible to help de-escalate situations. Troops should conduct proper training, familiarization, and certification with each type of nonlethal munitions and tools prior to their use.

NLW provide EOF options in a variety of mission applications across the conflict spectrum that can reduce CIVCAS and collateral damage to civilian property.

NLW provide troops with a means to hail and warn, deter, dissuade (de-escalate, reduce tensions, increase situational understanding), and determine intent of suspect individuals prior to applying lethal force if necessary in accordance with rules of engagement (ROE) and EOF procedures.

NLW provide a means to employ counter personnel and counter materiel tasks.

- Counter personnel tasks:
 - Deny areas to individuals.
 - Move individuals.
 - Disable combatants.
 - Suppress combatants.
- Counter materiel tasks:
 - Stop/disable vehicles.
 - Stop/disable vessels.
 - Stop/disable/divert aircraft.
 - Deny access to a facility.

Military forces trained in both lethal and NLW are better postured for today's complex operational environments in which tactical actions often have strategic effects. The use of NLW can help de-escalate potentially volatile, lethal situations during military operations.

NLW can provide more reaction time for troops to assess the tactical situation as a preferred course of action to reduce CIVCAS. A few examples of successful techniques include, but are not limited to, the following examples:

- Use NLW capability devices, such as acoustic hailing, dazzling laser, and/or flash bang grenade, to signal and warn noncombatants and to help de-escalate.
- Use nonlethal long-range warning munitions to gain the attention of an approaching possible threat and to initiate intent.

The above techniques have proved successful in providing hailing and warning steps that unsuspecting noncombatants will often recognize, stop, or turn away from, thus avoiding a possible CIVCAS event due to an EOF incident.

NLW Overview

NLW Effects at Distances			
Type of Nonlethal Munition	Potential to Cause Serious Injury or Death	Sweet Spot	Potentially Ineffective
40MM Sponge Grenade Round, M1006	0m-10m	10m-50m	50m+
40MM Crowd Dispersal Round (area), M1029	0m-10m	10m-30m	30m+
12-GA Crowd Dispersal Round (area), M1013	0m-10m	10m-20m	20m+
12-GA Fin Stabilized Round, M1012	0m-10m	10m-20m	20m+
Modular Crowd Control Munition, M5	0m-5m	5m-15m	15m+
66MM Nonlethal Grenades, L96, M98 & M99	0m-80m	80m-100m	100m+

US Army
TC 3-19.5

Figure C-1

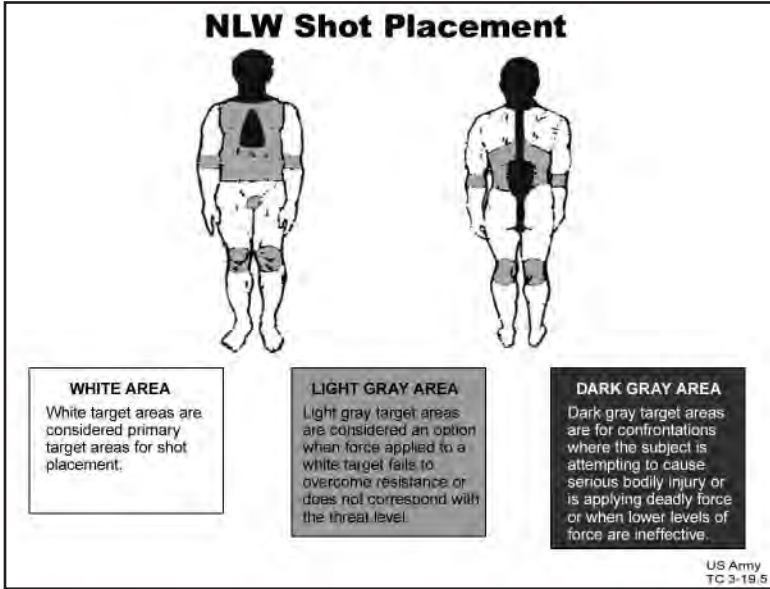


Figure C-2

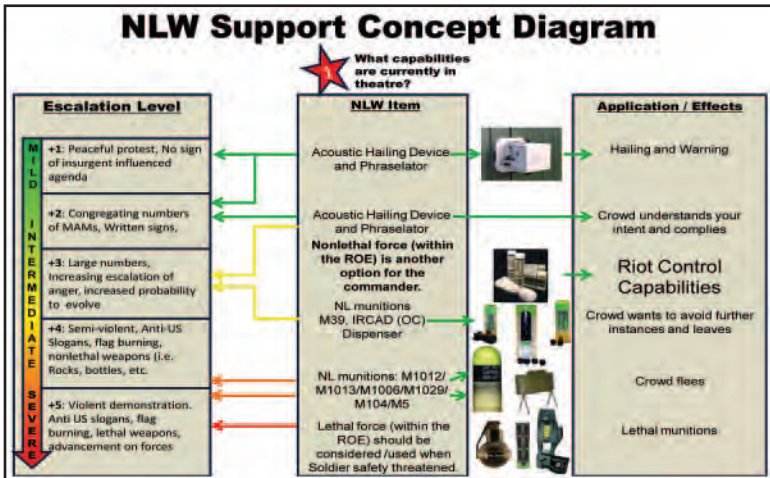


Figure C-3

Ordering NLW Munitions		
Munitions type	DODIC	Description
M1012	AA51	12 ga point round
M1013	AA52	12 ga area round
M1006	BA06	40mm point round
M1029	BA13	40mm area round
M98	FZ16	66mm Distraction Grenade
M99	FZ17	66mm Blunt Trauma Grenade
L96A1	FZ14	66mm CS Grenade
M84	GG09	Stun Grenade
M104	GG04	Stingball Grenade
M5	WA97	Modular Crowd Control Munitions
XP25 Ft	JN17	.25ft Taser Cartridge

Figure C-4

12 Gauge Non-Lethal Cartridges

<div style="display: flex; align-items: center;"> <div style="margin-right: 20px;"> <p>AA51 M1012</p> </div>  </div> <p style="font-size: small; text-align: center;">TC – Jun 2006 FMR – Jan 2003</p> <div style="text-align: center; border: 1px solid black; padding: 5px; background-color: #f0f0f0;">DESCRIPTION</div> <ul style="list-style-type: none"> • 12 gauge low velocity cartridge • Projectile – Fin stabilized “bomblet” shaped rubber • Delivers strong non-penetrating blow to body • Fired from Mossberg 500 shotgun • Engagement Range – 10m – 20m • Muzzle Velocity – 500 ft/sec (152.4 m/sec) • Length – 2.45 in (62.2mm) • Total Weight – 500 grains 	<div style="display: flex; align-items: center;"> <div style="margin-right: 20px;"> <p>AA52 M1013</p> </div>  </div> <p style="font-size: small; text-align: center;">TC – Jun 2006 FMR – Jan 2003</p> <div style="text-align: center; border: 1px solid black; padding: 5px; background-color: #f0f0f0;">DESCRIPTION</div> <ul style="list-style-type: none"> • 12 gauge low velocity cartridge • Projectile – 18, 32cal rubber balls • Delivers strong non-penetrating blow to body • Fired from Mossberg 500 shotgun • Engagement Range – 10m – 20m • Muzzle Velocity – 900 ft/sec (274 m/sec) • Length – 2.37 in (60.2mm) • Total Weight – 500 grains
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Figure C-5


40mm Non-Lethal Cartridges	
<p>BA06 M1006</p>  <p>TC – Mar 1999 FMR – Apr 2000</p>	<p>BA13 M1029</p>  <p>TC – May 2001 FMR – Nov 2003</p>
<p style="text-align: center;">DESCRIPTION</p> <ul style="list-style-type: none"> • 40mm low velocity cartridge • Projectile – Foam Rubber • Delivers a strong, non-penetrating blow to the body • Fired from M203 Grenade Launcher mounted on M16A1 or M4 • Engagement Range - 10m to 50m • Muzzle Velocity - 265 ±20 ft./sec (81 ± 6 m/sec) • Length – 5.272" (13.4cm) • Total Weight – 68gm (0.15 lb) 	<p style="text-align: center;">DESCRIPTION</p> <ul style="list-style-type: none"> • 40mm low velocity cartridge • Projectile – 48, 48 cal rubber balls • Delivers a strong, non-penetrating blow to the body • Fired from M203 Grenade Launcher mounted on M16A1 or M4 • Engagement Range - 10m to 30m • Muzzle Velocity - 450 ft./sec • Length – 4.8" (12.2cm) • Total Weight - 202.22gm (7.0 oz)

Figure C-6. The M1006 is the nonlethal point round for the 40 mm, M203 grenade launcher.





Stun Hand Grenade (M84) Reloadable Stun Practice Hand Grenade Body (M102) Fuze (M240)	
<p>GG09 M84</p>  <p>TC Date: Dec 98 FMR Date: SEP 07</p>	<p>GG18 M102</p>  <p>GG19 M240</p>  <p>TC Date: Jun 05 FMR Date: Aug 07</p>
<p style="text-align: center;">DESCRIPTION</p> <ul style="list-style-type: none"> • Nonlethal, nonfragmenting, flash/bang • Used primarily indoors for forced entry and room clearing • Intense flash over 1 million CP • Noise level range from 170-180 db @ 5 ft • Fuze delay time range 1.5 +0.8/-0.5 sec 	<p style="text-align: center;">DESCRIPTION</p> <ul style="list-style-type: none"> • Full function trainer for M84 • Nonlethal, nonfragmenting, flash/bang • Intense flash over 1 million CP • Noise level range from 170-180 db @ 5 ft • Fuze delay time range 1.5 +0.8/-0.5 sec • Body reusable at least 10 times

Figure C-7. The M84 was designed primarily for indoor use in room clearing and hostage situations.

**Modular
Crowd Control Munition
(MCCM)**

WA97
M5



TC - Jul 1999 FMR - Oct 2001

DESCRIPTION

- Hand emplaced
- Projectile - 600, 32 cal. PVC balls
- Delivers strong nonpenetrating blow to body
- Initial ball velocity - 60-100 m/s
- Shot arc - 60 to 80 degrees laterally
- Deployment radius - 5m to 15m (effective range)
- Dimensions - 8 ½" wide x 5" high x 2" thick
- Total weight - 650 gm (1.43 lb)

Figure C-8. This is the nonlethal claymore; it fires off 600 PVC rubber balls.

L96A1/L97A1 Anti-Riot Grenades	
<p style="text-align: center; font-size: small;">Grenade, Discharger: Anti-Riot, Irritant, CS</p> <p>FZ14 L96A1</p>  <p style="text-align: center; font-size: x-small;">TC - Mar 2000 FMR - Jan 2002</p>	<p style="text-align: center; font-size: small;">Grenade, Discharger: Anti-Riot, Practice</p> <p>FZ15 L97A1</p>  <p style="text-align: center; font-size: x-small;">TC - Mar 2000 FMR - Jan 2002</p>
<p style="text-align: center;">DESCRIPTION</p> <ul style="list-style-type: none"> • Provides NL, riot control (tear gas), standoff capability to 66 MM equipped vehicles • Enhances capability of friendly forces to conduct force protection without contact with rioting crowds • Deploys 23 countermeasure resistant CS (2-chlorobenzalmalononitrile) canisters 65-90 meters from the launcher 	<p style="text-align: center;">DESCRIPTION</p> <ul style="list-style-type: none"> • Employed from any 66mm smoke discharger • Simulates L96A1 CS grenade for training purposes • Projectile - 23 canisters filled with cinnamic acid (CA) • Range - 65m - 95m • Length - 185 mm (7.28 in) • Total weight - 568 gm (1.25 lb)

Figure C-9. The L96 and L97 are a CS round and its training simulator.

M98/M99 66mm NL Grenades	
<p>FZ16 M98</p>  <p>TC - Oct 2001 FMR - Sep 2004</p>	<p>FZ17 M99</p>  <p>TC - Oct 2001 FMR - Sep 2004</p>
<p style="text-align: center;">DESCRIPTION</p> <ul style="list-style-type: none"> • Employed from any 66mm smoke discharger • Projectile: 3 ground bursting sub munitions with pyrotechnic charges for audio and visual stimuli • Disorients individuals with intense light and sound • Each sub munition functions with a 160 dB report • Range: 100m (50m-100m with LVOSS) • Deployment radius: 5m – 10m • Length – 25.25 cm (9.94 in) • Total weight – 725.7 gm (1.6 lb) 	<p style="text-align: center;">DESCRIPTION</p> <ul style="list-style-type: none"> • Fired from any 66mm smoke discharger • Projectile: 3 ground bursting sub munitions of 140, 32 cal., PVC balls each. • Delivers strong nonpenetrating blow to body • Range: 100m (50m-100m with LVOSS) • Deployment radius: 5m – 10m • Length – 25.25 cm (9.94 in) • Total weight – 725.7 gm (1.6 lb)

Figure C-10. The M98 and M99 can be launched from any 66 mm smoke discharger.

XM104 Non-Lethal Bursting Hand Grenade (NLBHG)											
<p>GG04 XM104</p>  <p>TC - Oct 2001 FMR - Sep 2004</p>	<p style="text-align: center;">USER PAYOFF</p> <ul style="list-style-type: none"> • Crowd dispersal • Room clearing • Forced entry • Force protection • Detainee operations 										
<p style="text-align: center;">DESCRIPTION</p> <ul style="list-style-type: none"> • Releases 100+ rubber balls • Blunt trauma effect • Hand thrown • Launch cup developed by USMC, no Army program to date 	<p style="text-align: center;">MILESTONES</p> <table border="0"> <tr> <td>• TC by USMC</td> <td></td> </tr> <tr> <td>• ONS approved</td> <td>Nov 06</td> </tr> <tr> <td>• Assets to theater</td> <td>Mar 07</td> </tr> <tr> <td>• Army TC</td> <td>TBD</td> </tr> <tr> <td>• Army FMR</td> <td>TBD</td> </tr> </table>	• TC by USMC		• ONS approved	Nov 06	• Assets to theater	Mar 07	• Army TC	TBD	• Army FMR	TBD
• TC by USMC											
• ONS approved	Nov 06										
• Assets to theater	Mar 07										
• Army TC	TBD										
• Army FMR	TBD										

Figure C-11. The XM104 was procured from the Marine Corps.

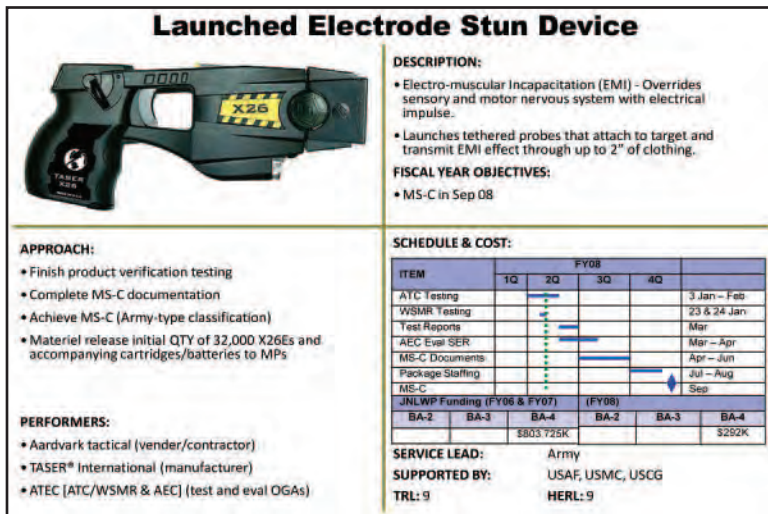


Figure C-12

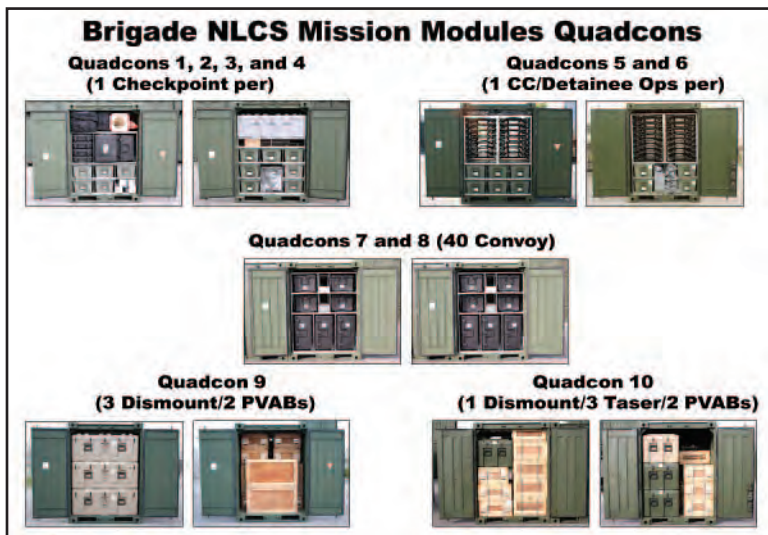


Figure C-13

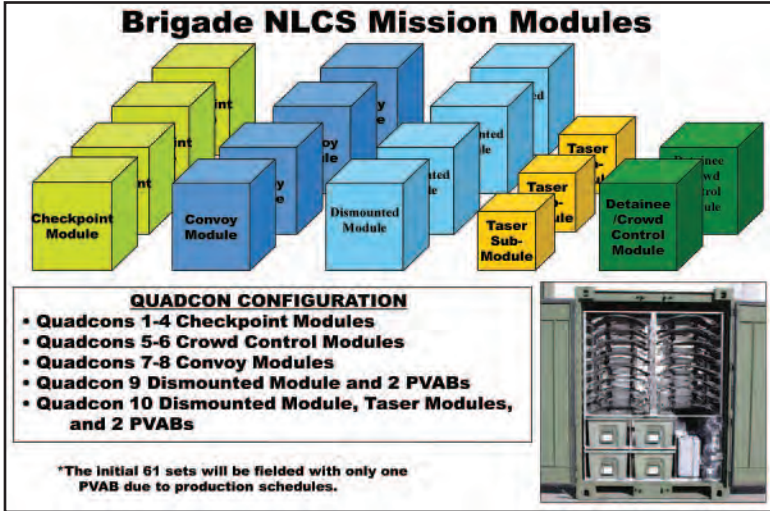


Figure C-14

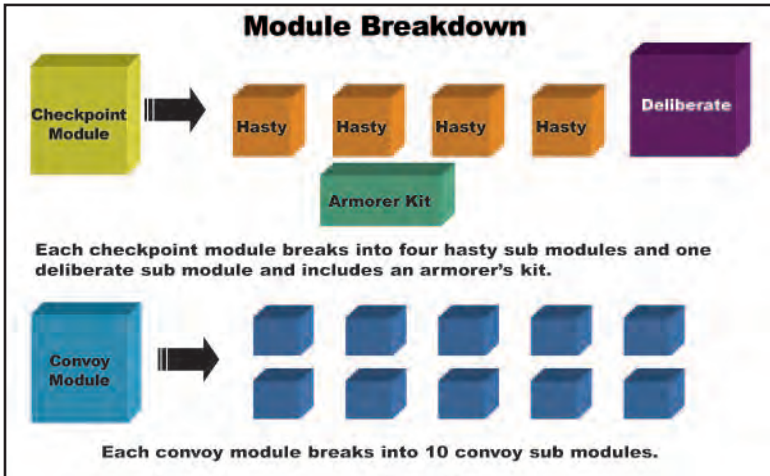


Figure C-15

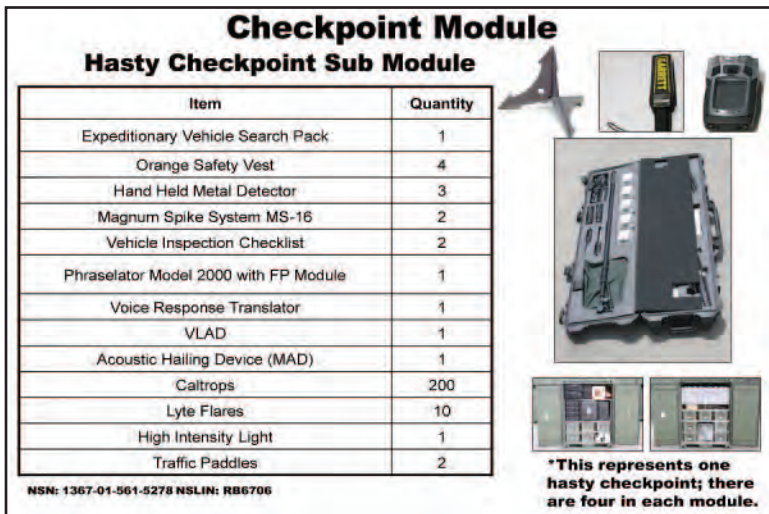


Figure C-16

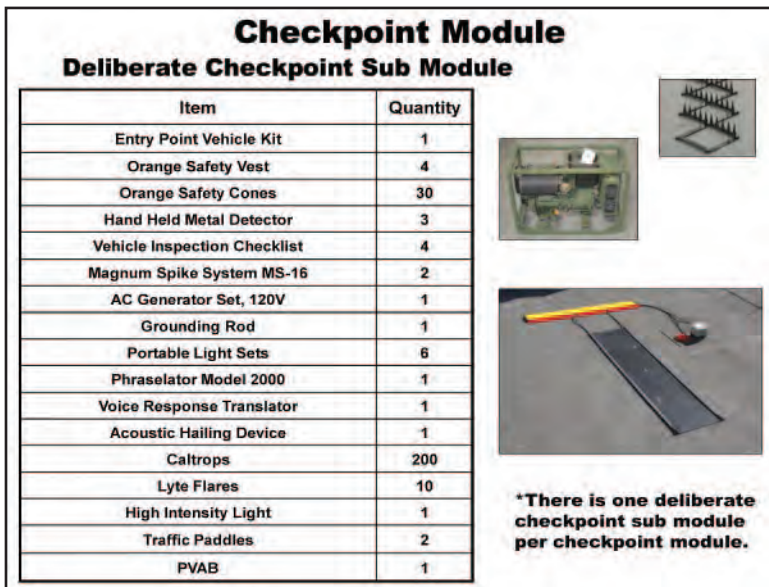




Figure C-17

Checkpoint Module Capabilities



This module will provide the nonlethal and the force protection equipment to operate four hasty and one deliberate checkpoint.



CAPABILITIES:


- PVAB can stop a 7,500 lb vehicle traveling at 45 mph
- PVAB is reusable and comes with spare parts for extended life
- PVAB allows normal traffic flow through checkpoints
- VLAD can stop a 5,500 lb vehicle traveling at 35 mph
- VLAD is a one-time capture net
- MAD device can project clear sound beyond 500 ft


Figure C-18

Convoy Module

Item	Quantity
Acoustic Hailing Device (MAD)	1
GoLight with Magnetic Base and Infrared Lens	1

NSN: 1367-01-561-5277, NSLIN: RB6705






***This represents one convoy sub module; there are 10 in each module.**

Figure C-19

Convoy Module Capabilities



This module will provide nonlethal (acoustic hailing device, spotlight lights) equipment to support and equip 40 vehicles.

CAPABILITIES:

- MAD provides audible directed sound to 500 ft
- MAD mountable to vehicles without vehicle modifications using magnetic base
- Microphone and other devices attach directly to MAD to broadcast user message
- Bright white light for multiple uses; includes IR filter


Figure C-20


Dismounted Module

Item	Quantity
High Intensity Light	1
Phraselator Model 2000 w/FP Module	1
Voice Response Translator	1
Restraint, Disposable, Tri-Fold	1000
Cutter Flexcuff	10
Non-Lethal Munitions Pouch	10

NSN: 1367-01-561-5279 NSLIN: RB6703

This module will provide nonlethal equipment to support four platoon-sized elements in an urban environment or when conducting dismantled operations.







***This represents one dismantled module; there are four in each set.**

Figure C-21

Crowd Control/Detainee Ops Module

Item	Quantity
DK6X Faceshields	30
Non-Ballistic Riot Body Shield with Hardware	30
Non-Ballistic Riot Shin Guards	30
Expandable Riot Baton with Holster	30
Riot Megaphones with Siren	1
Acoustic Hailing Device (MAD)	1
Phraselator Model P2	1
Voice Response Translator	1
IRCAD Pouch ACU	30
M39, IRCAD (OC) Dispenser	30
Restraint, Strap Cinch (Hobble)	1
Restraint, Full Body (Body Cuff)	1
Restraint, Disposable	2000
Restraint, Disposable, Cutter	10
NL Munitions Pouch ACU	10
Non-Lethal Grenade Launching Cup Carrying Case	6

NSN: 1367-01-561-5276 NSLIN: RB6704

***This represents one CC/ detainee ops module; there are two in each set.**




This module will provide nonlethal protective equipment (riot shields, face shields, batons, and restraints) for two platoon-sized elements when conducting crowd control or detainee missions.

Figure C-22

TASER® Sub Module

Item	Quantity
TASER® X-26 w/XDPM	6
TASER® XDPM	6
USB Data Download Adapter	2
21' Simulation Cartridges	50
25' XP Cartridges	50
35' XP Cartridges	50
Safariland Holster	6

NSN: 1367-01-561-4003 NSLIN: RB6702

***This represents one TASER® module; there are three in each set.**

Figure C-23

For additional information regarding NLW training, see U.S. Army Training Circular 3-19.5, *Nonlethal Weapons Training*, November 2009; and the Center for Army Lessons Learned U.S. Forces Command message page, paragraph 13.B., NLW capabilities section at https://call2.army.mil/doc_index.aspx?ID=2398.

Appendix D

Joint Fires and Weapons Effects

This appendix provides some observations; insights; lessons; and tactics, techniques, and procedures (TTP) regarding the employment of joint fires. It discusses precision munition employment and weapons effects, with the goal of mitigating civilian casualties (CIVCAS).

One of the most effective means of employment to help limit collateral damage is the application of precision munitions in targeting. The following observation from the *U.S. Air Force Comprehensive Civilian Casualty Study* is an effective example of such employment.

Observation: Weapons research continues to develop weapons and tools that are designed to limit collateral damage for joint terminal attack controllers (JTACs).

Discussion: There were two materiel solutions that were brought to the team's attention with potential to minimize CIVCAS incidents. The first of these is the Precision Lethality Mark 82 (PL Mk 82), a composite case bomb body designed to be similar to a standard Mk 82 but without the steel casing. The second is a new man-portable Remote Operations Video Enhanced Receiver (ROVER) kit that is being developed to help dismounted JTACs view the exact same picture as the pilot.

The PL Mk 82 is still in development. It is identical in mass and inertia to a traditional steel Mk 82, but it is composed of a chopped-fiber, composite strong back. It still has metal lugs, lug inserts, nose, base plate, fuze wells and fuze plumbing. It will support joint direct attack munition fuzes and tail kits, and there is no need to retrofit current aircraft to carry the weapon. Upon impact, these weapons will have devastating effects near the point of impact. However, the blast will diminish much more rapidly than a traditional Mk 82 and without the steel casing fragmentation, so that collateral damage outside of 50 feet is minimized. This will allow smaller blasts within urban areas, minimizing the risk to civilians in close proximity to enemy forces.

The other key material aid to reducing CIVCAS is a man-portable ROVER kit. The current ROVER kits in theater are too bulky and typically remain in the tactical operations center (TOC) to provide battlefield situational awareness. According to AF/A5R, 85 percent of all bombs dropped in Operation Enduring Freedom (OEF) are utilizing ROVER. Because much of the terrain and missions do not allow for

vehicles or artillery to reach enemy positions, dismounted patrols are frequent. Giving JTACs a portable version of ROVER allows them to build a ground commander's situational awareness quickly and has the potential to distinguish nomadic Afghans from the true enemy.

Key Points:

- PL Mk 82 and focused lethality munitions development continues in an attempt to minimize collateral damage.
- ROVER 5 allows JTACs to build ground commanders' situational awareness and has the potential to distinguish nomadic Afghans from the true enemy.

DOTMLPF Implications:

- Material: ROVER 5 is a key enabler to prosecuting the fight in theater. Additional ROVER kits should be provided for home station training to better prepare junior JTACs for the challenges of target identification in a counterinsurgency fight prior to actual deployment in theater.
- Material: Continue development of the PL Mk 82 and focused lethality munitions.

Indirect Fire Considerations

Fires personnel (artillery and mortars) employ deliberate, nonlethal planning and targeting and must understand weapons effects in order to limit collateral damage and prevent CIVCAS. Effective employment means used in OEF include but are not limited to the following:

- “Smurf” rounds employed by artillery can help reduce the potential for CIVCAS and other collateral damage. The “Smurf” round (named because of its bright blue color) is the less lethal training round M804A1 and is a ballistic match for the high-explosive (HE) round. It embraces the current rules of engagement (ROE). The Smurf round loads, transports, stores, fires, and is the same size, caliber, and weight as an M107 HE round (see Figure D-1). The Smurf round was designed as a less expensive method to conduct live-fire training. A lesson learned is to begin the combat fire mission with Smurf rounds and use the smoke plumes to adjust fire onto the enemy target. This method is in lieu of using HE rounds from the beginning, which can cause CIVCAS while the fires are adjusted. A Smurf round could still potentially cause CIVCAS upon direct impact; however, without explosives, the risk for collateral damage is reduced.



Figure D-1

- M102A1 mortars now have a Global Positioning System-guided precision round. This provides brigade combat team (BCT) maneuver battalions with a precision organic fire capability providing lethal first-round effects. It also reduces the possibility of CIVCAS by ensuring the round is delivered on time and on target, avoiding civilian infrastructure and innocent civilian noncombatants.
- Table D-1 illustrates artillery precision-guided and Multiple Launch Rocket System (MLRS) munitions that are commonly employed in Afghanistan.

U.S. Army Close Combat Attack Procedures for Rotary Wing Attack and Unmanned Aerial Systems

Army aviation units are organic, assigned, or attached to corps, divisions, and regiments and perform missions as part of a combined arms team. Army aviation assets normally receive mission-type orders and execute as an integral unit/maneuver element. Special situations may arise where attack aviation assets are employed in smaller units. The doctrinal employment method is as an integral unit operating under the control of a maneuver commander executing mission-type orders. As part of the maneuver force, clearance of fires is not required. Army attack aviation elements conduct direct-fire engagements in accordance with the commander's intent and ROE.

Munitions	Variant	Payload	Range	
Guided 155-mm projectile	XM982 Block 1a-1	Similar to HE M107	7.5-24 km	
Target types: Precisely located targets—personnel, lightly armored targets (stationary), and structures where collateral damage must be restricted.				
Note: Excalibur is fired only by M777 and M109A6 cannon weapons.				
Munitions	Variant	Payload	Range	Targets
Rockets (MLRS)	M26	644 M77 DPICM	10-32 km	Personnel, light armor, soft vehicles (stationary), buildings, (GMLRS only)
	M26A2 ER-MLRS	518 PI M77	13-45 km	
Guided rockets (GMLRS)	M30	404 PI M77 DPICM	15-60 km	
	M31	51.5-lbs. unitary HE	15-60 km	
ATACMS	Block 1 M39 (JEE)	950 M74 APAM bomblets	25-165 km	Personnel, light armor, soft vehicles (stationary)
	Block 1A M39A1 (JEN)	300 M74 APAM bomblets	70-300 km	
	Quick reaction unitary (QRU)	Single burst, HE/PD fuze	70-270 km	Block 1-1A targets when duds/collateral damage are precluded. Fixed infrastructure sites (building, etc.)
	ATACMS unitary	Single unitary warhead with multifunction fuze—proximity, PD, or delay	70-300 km	
APAM	Anti-Personnel, Anti-Material			
DPICM	Dual Purpose, Improved Conventional Munitions			
JEE, JEN	Computer Munitions Identification Codes			
PD	Point Detonating			
PI	Product Improved			
Note: Default rates of fire are 5 seconds between rockets and 15 seconds between missiles.				

Table D-1. (Reference, Center for Army Lessons Learned [CALL] Handbook 10-61, *Tactical Leader*)

U.S. Army close combat attack (CCA) is defined as a coordinated attack by Army aircraft against targets that are in close proximity to friendly forces. Once the aircrews receive the situation update brief from the ground commander/observer, they develop a plan to engage the enemy force, while maintaining freedom to maneuver. Due to capabilities of the aircraft and the enhanced situational awareness of the aircrews, terminal attack control from ground units or controllers is not necessary.

CCA is not synonymous with close air support (CAS). The Army does not consider its attack helicopters and armed unmanned aerial systems (UAS) a CAS system. Although some Army aircrews may be proficient in CAS TTP, tactical command posts (TACs) should not expect Army attack aviation assets to perform CAS TTP without further coordination and training, since they are normally employed utilizing CCA as the standard attack method.

Army attack teams will brief the following information in format 21 at check-in.

- The 5-line CCA brief can be used for all threat conditions. It does not affect the aircrew's tactics in executing CCA. Transmission of the brief constitutes clearance to fire except in a danger close situation. For danger close fire, the ground commander on the scene must accept responsibility for increased risk. Danger close must be declared in Line 5, when applicable, by stating "Cleared Danger Close" and passing the initials of the ground commander on scene. For positive control of the aircraft, state "At My Command" on line 5. The aircraft will call "Ready" when ready to conduct the engagement.
- The air mission commander or flight lead must have direct communication with the ground commander/observer on the scene to provide direct-fire support. After receiving the CCA brief from the ground forces, the aircrews must positively identify the location of the friendly element and the target prior to conducting any engagement. Methods for marking the location of friendly forces and the enemy include but are not limited to: laser handover, tracer fire, marking rounds (flares or mortars), smoke grenades, signal mirrors, VS-17 panels, infrared strobe lights, laser target marker, or chemical sticks.

Hellfire Missile System

The AGM 114-Hellfire (Helicopter Launched Fire and Forget) missile is a laser-guided, antiarmor, antimaterial, and antipersonnel (based on warhead type) weapon developed for U.S. Army and Navy rotary-wing aircraft. With the missile's consistency in achieving the desired target effect, coupled with a high target-hit rate, the Hellfire missile is considered to be the most accurate precision-guided munition in the Department of Defense arsenal.

All variants of the Hellfire have a semi-active laser (SAL) seeker, except the AGM-114L Longbow, which has a millimeter wave (MMW) seeker. Hellfire missiles with an “A” designator after the type (e.g., K2A, FA) have an antipersonnel capability due to the fragmentation sleeve installed around the warhead. The AGM-114M and AGM-114N missiles integrate unitary blast/fragmentation main warheads designed to perforate military operations in urban terrain (MOUT) targets before detonating.

Variants of the Hellfire II missile are summarized below:

- AGM-114K2 replaced the precursor charge/main charge (PC/MC) shaped-charge warheads with PBXN-9 loaded PC/MC warheads.
- AGM-114K2A integrated a steel fragmentation sleeve over the aluminum main warhead case to increase soft target lethality. Correspondingly, integration of the sleeve degraded armor penetration of the main warhead.
- AGM-114L replaced the SAL guidance section with an MMW radio frequency guidance section.
- AGM-114M removed the precursor and main shaped-charge warhead and integrated a unitary blast/fragmentation warhead to defeat soft targets including light armor, trucks, small ships, buildings, bunkers, and troop concentrations.
- AGM-114N removed the precursor and main shaped-charge warhead and integrated a unitary metal augmented charge (MAC) warhead for increased impulse to defeat multi-room buildings.
- AGM-114P integrated an extended range gyro and software modifications for enhanced targeting capability. The missile includes warhead options of shaped charge or shaped charge with sleeve with the existing no-delay fuze. This missile is for UAS platforms.
- AGM-114P+ replaces the gyro with an inertial measurement unit and additional software modification for enhanced targeting capability. The missile includes warhead options of shaped charge, shaped charge with sleeve with the existing no delay fuze, or a MAC warhead with the delay fuze.
- AGM-114R incorporates the AGM-114P+ features with new precursor shaped-charge warhead and multipurpose main warhead, referred to as the integrated blast fragmentation sleeve. The system has a prelaunch programmable fuze with super quick and three MOUT delay settings.

Role of Joint Fires Observers and Joint Tactical Air Controllers (Reference: CALL Handbook 12-02, *Joint Fires Observer*)

The joint fires observer (JFO) is a key member of the fire support team at the BCT level and below. He is a specially trained observer who works closely with JTACs to provide timely and accurate CAS targeting information and autonomous terminal guidance operations. JFOs are an extension of a JTAC's capability, not a replacement, and have been tested time and again in combat.

JFOs and JTACs are partners in the joint fires team and work together to provide maneuver commanders with timely synchronization and responsive execution of joint fires and effects at the tactical level. The JFO skill set is perishable, and commanders and their fire support officers must ensure that planned training develops the JFO's skill set while in turn increases confidence in the JFO's ability to employ joint fires. Additionally, the training will ensure a cohesive team between the JFO, JTAC, and supported maneuver commander.

To maximize the effectiveness of the joint fires available to the maneuver commander, the JFO and JTAC should work as a team. The JFO provides eyes on the target and passes critical information to the JTAC. The JTAC coordinates the available CAS aircraft and delivers critical support when and where it is needed to sustain ground operations. For successful JFO/JTAC employment, several things need to be considered during the planning process:

- Consider JTAC positioning: company and troop operations forward versus battalion, squadron, or brigade operations.
- Plan for the employment of JFOs early during the military decisionmaking process (MDMP); consider JFO positioning in conjunction with JTAC positioning.
- Develop JTAC and JFO responsibilities (task/purpose/execution/assessment) for the operation.
- Ensure JTAC and JFO responsibilities (task/purpose/execution/assessment) are clearly stated in the unit's operation order (OPORD) and execution matrix.
- Ensure the JTAC and JFO and the designated approval authority thoroughly study special instructions (SPINS) and review the ROE before each mission.

- Ensure the JFO prepares precombat checks (PCCs) and precombat inspections (PCIs) and deploys with the requisite equipment and products for mission success.
- Ensure JTACs and JFOs conduct planning and rehearsal of their mission.
- Ensure JTACs and JFOs have current operational graphics, a target list, a common operational picture, and the commander's intent for fires task and purpose.
- Ensure JTACs and JFOs are incorporated into the observation plan to achieve the unit commander's intent for fires.
- Ensure the JTAC and the JFO have all call signs, frequencies, hop sets, observation positions, and laser codes for all JTACs, JFOs, and forward observers.
- Ensure the JTAC and the JFO have all call signs, frequencies, and hop sets for appropriate maneuver, indirect fire, and Army aviation CCA assets.

An example JTAC/JFO employment checklist ("a way") is below.

Mission preparation:

- Ensure the JFO and the JTAC collectively conduct rehearsals to ensure understanding of intent for fires. (JTACs and JFOs conduct planning rehearsals to validate task/purpose/execution/assessment and battle drill development.)
- Observation plan (ensure positioning facilitates maximum objective area coverage and meets the commander's intent for fires).
- Communications plan (cross-load equipment if applicable, confirm latest communications card, and conduct radio checks).
- JTACs and JFOs conduct PCCs and PCIs and deploy with the requisite equipment and products for mission success.
- Ensure JTACs and JFOs have current operational graphics and targeting products (e.g., target list, air tasking order, and airspace control order).
- Common operational picture.
- Review current SPINS and ROE.

Mission/task/purpose:

- Ensure the JTAC and the JFO clearly understand the unit commander's intent for fires (OPORD).
- Develop a JTAC and JFO task and purpose for the operation.

JFO Task/Purpose: _____

JTAC Task/Purpose: _____

Positioning information:

- JFO will be employed with/at: _____
- JTAC will be employed with/at: _____

Communications information:

JFO communications

- Calls sign(s): _____
- Communications card version: _____
- Company fires net: _____
- Battalion fires net: _____
- Other nets: _____
- Targeting capability: _____
- Digital systems: _____

JTAC communications

- Call sign(s): _____
- Communications card version: _____
- Battalion/Brigade command net: _____
- Tactical air control net(s): _____
- Tactical air direction net(s): _____
- Targeting capability: _____
- Digital systems: _____

Supporting fires information

Direct fires information (supported unit, weapons squad, quick reaction force, etc.):

- Call sign(s): _____
- Frequencies/Hop sets: _____
- Time available: _____
- Planned locations: _____
- Marked by: _____
- Targeting capabilities: _____
- Digital systems: _____

Indirect fires information (mortar, artillery, naval gun fire, other):

- Call sign(s): _____
- Frequencies/Hop sets: _____
- Time available: _____
- Planned firing point(s): _____
- Laser codes: _____
- Weapons capabilities: _____
- Digital systems: _____

CCA information:

- Call sign(s): _____
- Frequencies/Hop sets: _____
- Time available: _____
- Planned battle position(s): _____
- Laser codes: _____
- Weapons capabilities: _____
- Digital systems: _____
- Task/Purpose: _____

CAS aircraft information:

- Call signs: _____
- Frequencies: _____
- Time available: _____
- Planned contact point/initial point (CP/IP) position: _____
- Laser codes: _____
- Weapons capabilities: _____
- Targeting pod(s): _____
- Video downlink: _____
- Digital system(s): _____
- Task/Purpose: _____

Electronic warfare information:

- Call signs: _____
- Frequencies: _____
- Time available: _____
- Planned CP/IP position: _____
- Digital system(s): _____
- Task/Purpose: _____

Close Air Support Clearance TTP

Tactical risk assessment. As the battlefield situation changes, the supported commander and staff make continuous tactical risk assessments. The assessments involve the processing of available information to ascertain a level of acceptable risk to friendly forces or noncombatants. Based on the current risk assessment, the supporting commander will weigh the benefits and liabilities of authorizing a particular type of terminal attack control.

Troops-in-contact. Terminal controllers and aircrew must be careful when conducting CAS when friendly troops are within 1 kilometer of enemy forces. Controllers and aircrew must carefully weigh the choice of munitions and types of terminal attack control against the risk of fratricide, but “troops in contact” does not necessarily dictate a specific type of control.

The Air Support Operations Center (ASOC) or Direct Air Support Center (DASC) primarily concentrates on the conduct of current or immediate CAS operations. The ASOC/DASC is the processing authority for immediate CAS requests and/or diversions of preplanned missions. They work in conjunction with the fire effects coordination cell (FECC) to coordinate combined arms and/or CAS. The FECC is involved in the clearance of fires for both air and ground.

The tactical air control party (TACP) primarily concentrates on the conduct of current operations. The TACP is normally where the commander or battle staff issues clearance of fires. The maneuver commander is usually the approving authority for immediate CAS requests or diversions of preplanned missions. Recommended technique:

- Mark “targets” for aircraft whenever possible using indirect fire, direct fire, laser designators, or airborne forward air controller (FAC) assets (white phosphorous, rockets, or laser).
- Clearance of fires in urban areas must strictly follow ROE and minimize collateral damage.
- Transmit calls for CAS over two communication nets whenever possible:
 - Joint Air Request Net (JARN).
 - Air Force Air Request Net (AFARN).
- The terminal controller (FAC, FAC[A], JTAC, or TACP) has the authority to clear aircraft to release ordnance after approval from the maneuver commander.
- Terminal controllers **MUST ABORT** CAS missions whenever:
 - They observe the aircraft lined up on the wrong target.
 - Friendly troops are in danger and/or conditions exist that are unsafe for the aircraft or crew.

CAS Types of Terminal Control

There are three types of CAS terminal attack control: Type 1, Type 2, and Type 3.

Type 1 control is used when the JTAC must visually acquire the attacking aircraft and target for each attack. Analysis of attacking aircraft geometry is required to reduce the risk of the attack affecting friendly forces. Risk assessment must include consideration of risk estimate distances associated with the munitions planned for delivery versus the prescribed target.

Type 2 control is used when the JTAC requires control of individual attacks and any or all of the following conditions exist:

- The terminal controller is unable to visually acquire the attacking aircraft at weapons release.
- The terminal controller is unable to visually acquire the target.
- The attacking aircraft is unable to acquire the mark/target prior to weapons release.

The JTAC grants weapons release for a specific target by announcing “Cleared Hot” (Types 1 and 2 missions).

Note: Timely/accurate targeting data may be provided from another source (e.g., Scout, combat observation and lasing team, fire support team, UAS, special operations forces, or other assets with accurate real-time targeting data). Conditions when to employ these assets include: night, adverse weather, and high altitude or standoff weapons.

Type 3 control is used when any or all of the Type 2 conditions exist and the JTAC requires the ability to provide clearance for multiple attacks within a single engagement subject to specific attack restrictions; for example, in support of “kill box” operations.

- Terminal controller provides a complete 9-line and specific attack aircraft targeting restrictions (time, geographical boundaries, final attack heading, specific target set, etc) and then grants a blanket weapons release clearance: “Cleared to Engage.”
- Attack aircraft will report “Engagement Complete” to the terminal controller.

Digitally Aided Close Air Support

Digital capabilities bring accuracy, automation, and speed to CAS participants communications processes, facilitating CIVCAS prevention and friendly fires, while enhancing precision targeting for lethal engagements. Computers and their associated software applications revolutionized information development and sharing due to their accuracy and speed. Similarly, aircraft systems, managed through operational flight programs and JTAC suites using various software applications, compile and transfer CAS messages, which result in increased accuracy and speed of communications processes. This increased accuracy provides greater capability to build and track situational awareness displays that include hostile and Blue Force positions, as well as aid in reducing the potential for fratricide.

Digital messaging also provides standardization and in some instances can replace verbal information exchanges. For example, the variable message format departing initial point message supplants the need for a voice call of departing initial points. Similarly, the same message protocol can provide aircraft position, thus replacing the “in with direction” radio call. Another benefit of digital communications is the avoidance of the transmit-pause-then-transmit-again cycle that longer information exchanges require. Modem-based radio communications often occur in fractions of a second and do not require breaking up transmissions to avoid overly long transmit times.

When contemplating the pluses and minuses of digitally-aided CAS, the trump card for pros and cons surely must be the JTAC’s receipt of the aircraft’s predicted impact point for weapons employed, especially from a fratricide reduction and targeting efficiency perspective. When properly implemented, the aircraft position and target designation, sensor point of interest, or designated ground target message appears on the JTAC’s situation display as aircraft targeting symbology overlaid on the controller’s display of the intended ground target.

This single capability closes the loop for controller situational awareness and essentially culminates in “yes” answers to the critical questions JTACs address during CAS control:

- Did the JTAC pass the coordinates that correspond with the hostile icon on the JTAC’s situational awareness display?
- Did the aircraft target the provided coordinates?
- Did the CAS aircrew read back the target coordinates?

Arguably, this single message provides more all-weather targeting confidence than any other single communications exchange between CAS platforms and JTACs. Carrying this construct one step further, it is probable that increases in targeting efficiency would be realized due to fewer incorrect targeting attempts. For example, controllers could abort a misdirected aircraft attack run long before any visual cues become apparent to a JTAC.

So, why aren’t the JCAS mission area participants embracing digital capabilities? There is a plethora of reasons ranging from difficult to use and unwieldy JTAC suites to the aircrews’ lack of familiarity with aircraft digital CAS menus. However, improvements to existing systems and soon-to-be-fielded new capabilities could tip the scale in favor of digitally-aided CAS employment. First, the Target Location, Designation, and Handoff System (TLDHS) or Strike Link is currently being fielded to Marine Corps FACs and TACPs in large numbers. Also, the Air Force’s TACP Close Air

Support System (CASS) is undergoing a major improvement. Both systems will allow controllers to refine target coordinates, thereby potentially improving targeting effectiveness.

Combat Identification Server

The recently fielded Combat Identification (CID) Server in Afghanistan delivers improved capability for the air-to-ground fight, improving aircrew situational awareness. It enhances positive identification (PID), enabling more effective CIVCAS reduction and fratricide prevention. The CID Server provides warfighters with on-demand friendly locations in a timely manner. J12.6 messages from attack aircraft are received and processed correctly, providing correct and timely data link responses (within seconds of request). In terms of air-to-ground operations combat effectiveness, the CID Server, by indicating the presence of friendly forces in the target area, has the potential for reducing the risk of friendly fire engagements and does not impede target engagements with false reports of friends in the target area.

The CID Server provides Web services that give command and control users two smart-pull methods of receiving track data using tailored queries: a Web application hosted on the CID Server and a NATO Friendly Force Information Service Interoperability Profile 3 interface. Both methods allow users to specify the area of interest and support narrowly focused (e.g., aid to clearance of fires process) and wide area, battlespace awareness information requirements. The CID Server improves combat effectiveness by providing accurate, timely positive location information (PLI) to requestors. The CID Server also demonstrates the capability to trigger interrogations of Friendly Force Tracker systems to acquire updated PLI to service a data request.

Advances in data exchange across networks provide unprecedented access to information and data needed to accomplish combat functions. Technology advances are helping to condense and present large quantities of data in digestible forms.

Lessons, Observations, and TTP from Marine Expeditionary Brigade-Afghanistan (MEB-A), Civilian Casualty Mitigation Quick Look Report, USMC Center for Lessons Learned

MEB-A aviation combat element observations

- Coordination with the ground combat element (GCE) is one of the most critical steps to avoid CIVCAS issues. Pre-mission pattern-of-life development as well as telephone and debriefs have been highly effective measures of CIVCAS avoidance. The squadron also routinely

digitizes mission tapes to be used by the GCE as an additional resource to aid in determining whether a target is valid or not. During execution, integrating intelligence, surveillance, and reconnaissance (ISR) sensors in concert with on-board sensors and GCE sensors (e.g., Ground Based Observation and Surveillance System), has provided redundancy and assuredness that the target is valid. This reassurance has expedited the approval process as well as more effective weaponeering.

- Aircraft systems aid in maintaining PID of the target. For example, the UH-1Y Britestar Block II forward looking infrared system enables aircrews to maintain sensors on “cold passes” over the target prior to engagement. This helps build the situational awareness of the section and has prevented instances of CIVCAS. Aircrews were well versed on collateral damage estimation and mitigation (informal/hasty) prior to any engagement.
- The capability provided by BriteStar Block II on UH-1Y and the night targeting system upgrade on AH-1W SuperCobra aircraft were extremely useful when determining engagement criteria. Often, these systems were the determining factors for establishing and maintaining PID on a potential target.
- Aircraft loadouts include low collateral damage bombs (e.g., GBU-38 version 4 or GBU-51) to provide an employment option that reduces potential for collateral damage. Additionally, Marine Attack Squadron (VMA)-231 altered TTP to maintain situational awareness of activity in and near the potential target area to provide an abort capability up until the last possible moment before weapons release.
- Following significant activities, aircrew debriefed with JTACs via phone or email. Aircrew and JTAC interaction was extensive. Daily areas of operation updates from each battalion were sent to VMA-231 for S-2/aircrew review to keep aircrews engaged with atmospheric at the battalion level and throughout the flight.
- Current CAS procedures and doctrine are adequate in addressing CIVCAS risk when properly followed and interpreted correctly. Additionally, knowledge of local enemy TTP and comparing that knowledge to the observed situation may provide pertinent information to all involved in the prosecution of the potential target.

Operational Vignette: “A Way” to Prevent Civilian Casualties

The following vignette illustrates the use of tactical patience, tactical alternatives, thorough but quick mission analysis, integration and

synchronization of available assets, and unity of effort that resulted in preventing CIVCAS.

Recently in Southern Afghanistan, ISR assets, along with ground coalition forces, detected a three-man insurgent team maneuvering toward coalition forces with what appeared to be a recoilless rifle and assorted small arms. The insurgent element used the cover and concealment of mud walls and grape fields to position themselves closer to the ground forces for a shot with the recoilless rifle. The insurgents were close to village structures, which made a careful and accurate collateral damage estimate (CDE) more important.

In compliance with the International Security Assistance Force (ISAF) Standing Operating Procedures 398, the BCT standard practice calls for PID by troops in contact. At the brigade TOC, the highest ranking officer present, typically the deputy commanding officer, synchronizes the staff and oversees missions involving CCA or CAS.

Different parties discussed weapon selection procedures that ultimately resulted in the use of CAS. Through discussion with the parties involved, the fire support cell at the TOC eliminated the use of indirect fires because the mud walls may shield the insurgents in case of a near miss. Airburst settings were also eliminated because of the risk of CIVCAS in nearby villages.

After confirming PID that troops were still in contact, and after using ISR estimates that indicated there would be no chance of CDE, the BCT coordinated with a British CAS aircraft on-station to approach the target at an angle so that the blast would be contained by the two adjoining walls where the insurgents had positioned themselves.

After the impact of the missile, the walls did contain much of the blast and therefore eliminated any collateral damage. Further battle damage assessment recovered the recoilless rifle, and three enemy killed in action were confirmed.

This operational vignette exemplifies successful application of good unit procedures, coordination, CDE, and deliberate execution that eliminated a high-value enemy threat while preventing CIVCAS.

Joint Fire Challenges in Afghanistan

While the ROE do not restrict the right of ISAF troops from defending themselves, the Soldiers must be diligent in applying force that is commensurate to the level of threat faced in a given combat operations situation (proportionality) while minimizing the risk of collateral damage

to civilian infrastructure and bodily harm (i.e., applying escalation of force [EOF]/graduated response procedures in accordance with ROE). Joint fire challenges in the Afghan operational environment include but are not limited to the following:

- The absence and/or restriction (due to ROE) of indirect fire support are known to the enemy. They regularly stage their attacks in areas with “dead space” in artillery coverage.
- Air mobility assets in theater (e.g., A-10C Warthogs and AC-130 Gunships) to help seize and maintain the initiative away from the enemy are limited in theater. When air mobility assets are available, careful consideration is required when applying potential lethal force against designated targets when a call-for-fire mission (e.g., CAS) from ground commanders, JTACs, or JFOs is given. All concerned must be keenly aware of weapons effects and the minimum safe distance from the radius of the blast in relation to civilian structures and noncombatants.
- ISAF troops often face the tension of protecting civilians while also fighting the enemy. One complication is that the enemy knows the firepower restrictions (ROE and EOF) of the ISAF also and incorporates that into their tactics.
- Are you falling into a trap? Often, our TTP for responding to threats during operations are known by the enemy. Insurgents disguise themselves as or among the civilian population, both to protect themselves and to deliberately manipulate us into causing CIVCAS. They have created a successful propaganda campaign to spread misinformation throughout the Afghan population. Insurgents will seek to attribute all CIVCAS incidents to us (e.g., the ISAF) or the Afghan National Security Forces. No matter who actually causes it or where CIVCAS occurs, we will be accused of having failed to protect the population. Do not allow our enemies to trap you into causing CIVCAS.

CIVCAS Trap Indicators

- Location (politically sensitive areas). Are you being attacked from a location that can increase the chances for CIVCAS?
 - School during class periods.
 - Mosque during prayer.
 - Heavily populated areas.

- Proximity and accessibility:
 - Are you (e.g., JTAC, JFO, ground commander) being drawn into attacking a location where you cannot observe your effects?
 - Are you being baited into reacting with mortars (or other means of indirect fire, such as field artillery munitions) or CAS on a location that is in close proximity to gatherings and structures where noncombatants are located?
- Alternative actions:
 - Can you conduct tactical callout?
 - Can you disengage? (If so, what are the second- and third-order effects of disengaging?)

Risk Mitigation

It is difficult to identify friend from foe in a counterinsurgency fight. The following are measures that can be applied, however, to effectively mitigate the risk to friendly forces from insurgent attacks while simultaneously protecting civilians from unnecessary harm:

- Establish habitual training relations with mutually supporting ground and air units applying air-ground integration and CAS in joint exercises, such as Atlantic Strike and Green Flag. In these joint exercises, training scenarios closely replicate the operational environment that units will soon deploy and fight in.
- Understand when and how to employ precision munitions to achieve desired effects while limiting collateral damage in accordance with the ROE and guidelines outlined in the Commander, ISAF Tactical Directive (see Appendix A).
- Clearly understand the ROE and EOF procedures your unit will face in the Afghan operational environment prior to deployment, and train to replicate conditions troops will face during combat. EOF is a process that seeks to determine the extent of a potential threat; match that threat with an appropriate defensive, de-escalating response.
- Plan to minimize risk to noncombatants in the plans and orders process.
- Learn from mistakes. How can CIVCAS be prevented in the future?

- Educate and involve the Afghan people concerning the ISAF's goal of providing them security and turning the government back to the people. Eliminating civilian deaths can reduce attacks on coalition troops. According to a study by the nonpartisan National Bureau of Economic Research, military operations that alienate the public spur insurgent recruiting and overall support.

Appendix E

Afghanistan Civilian Casualty Prevention Smartcard

Afghanistan Civilian Casualty Prevention

**GTA 90-01-039
MAY 2012**

*Ask yourself three questions to reduce
future civilian casualty (CIVCAS) incidents*

Must I engage? Under self-defense, if friendly forces are taking fire and there is no other way to withdraw then yes, you should engage.

Can I engage? Does the Law of Armed Conflict (LOAC) permit engagement? Do I have appropriate rules of engagement (ROE)? Have I properly considered positive identification (PID), pattern of life (POL), ROE, and potential collateral damage?

Should I engage? What if I am wrong? Is the tactical gain I might achieve worth the strategic risk of being wrong?

Center for Army Lessons Learned

<https://call2.army.mil/toc.aspx?document=6953>



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Principles for reducing CIVCAS and its impact

- Consider tactical alternatives. Determine the best means of achieving the desired effects with minimum CIVCAS.
- Partner with Afghans to the fullest extent possible. Leverage relationships with Afghans before, during, and after operations to share responsibility.
- Learn what is "normal." Know and understand what is normal local Afghan behavior and POL.
- Improve shared situational awareness. Clearly and objectively share details with other forces and higher headquarters.
- Conduct battle damage assessment (BDA) whenever possible.
- Know where civilian groups are operating in your area.
- Ethical leadership matters.
- Be fast, but not wrong. Communicate information as soon as possible. However, to avoid damaging our credibility, do not report details that are speculative.

Tactical Alternatives

- Shaping. Understand your environment and set the conditions to minimize use of force in the presence of civilians.
- Alternate tactics, techniques, and procedures. Consider options to achieve desired effects in view of potential second-order effects.
- Tactical patience. When the situation allows, take additional time to verify intentions and PID before using lethal force.

Non-Lethal Weapons (NLWs)

- Provide troops with a means to warn, deter, discourage, and determine intent of suspect individuals prior to applying lethal force.
- Help de-escalate potentially volatile, lethal situations during military operations.
- Provide more reaction time for troops to assess the tactical situation to reduce CIVCAS.

Predeployment and Reinforcement Training

- Train in accordance with current International Security Assistance Forces (ISAF) standing operating procedures 307/373.
- Improve coordination with air assets and indirect fire.
- Attain a better understanding of what PID means – confirm before making a decision to shoot or not.
- Force the practice of ground BDA and reporting.
- Partnering is the key; understand how to partner with coalition forces.
- POL must be understood; study the Afghanistan operational environment and your designated area of responsibility prior to deploying.
- Train with vignettes from the Afghan theater of operations.
- Resource and train with NLW equipment to increase reaction time, reduce unnecessary escalation of force(EOF) incidents, and reduce CIVCAS.
- Soldiers at every level must understand EOF procedures; continually train and rehearse EOF before, during, and after an EOF event.

Air-to-Ground Considerations

- Both ground and air elements must understand how the current tactical directive impacts air-to-ground fires.
- Ground force commanders should expect increased dialogue with air crews; if an air crew sees something that does not make sense, they should raise that issue with the ground force.
- Ground force commanders and joint tactical air controllers/joint fires observers need to work together for PID, and to ensure that no civilians are in the area of operations.
- Avoid communication breakdowns caused by the use of leading language, such as “non-agricultural digging.” Do not omit important details from combat observations and reports.
- Understand weapon effects; apply precision munitions against lethal targets to limit CIVCAS and collateral damage.

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CIVCAS Consequence Management Steps

Apply consequence management procedures if a CIVCAS incident occurs:

- Immediately report any CIVCAS incident (actual or possible) to your higher headquarters.
- Prepare: Understand process on how to deal with collateral CIVCAS.
- Seriously regard Afghan National Security Forces (ANSF) and local national complaints or allegations.
- Notify ANSF of ISAF investigation and obtain ANSF evidence.
- Conduct joint ISAF/ANSF assessment.
- Share findings of investigation through Shura or other means; ISAF leaders must meet with Afghan leaders and encourage them to tell locals what happened.
- Make amends if necessary through apology, compensation, referral to other agencies, or assistance.
- Provide an explanation in the local language to Afghan media with ANSF information operation message out front.
- CIVCAS mitigation should emphasize ISAF actions and what ANSF can do to reduce CIVCAS.
- Conduct ground-level BDA/sensitive site exploitation (i.e., take photographs, collect forensic evidence, etc.) to verify the occurrence of a CIVCAS event.

Best practices in reducing CIVCAS

- Communication. Use clear, precise, and unbiased language to describe what you are seeing. Keep it simple.
- Beware of group think. If you disagree with the description you are hearing, or feel that there is an alternative explanation for what you are seeing, then say so.
- Tactical patience. The longer you wait and observe the more you will know about what is going on and be better prepared to make a decision to employ lethal or non-lethal means.
- PID. Until proven otherwise, every Afghan must be considered a civilian and every compound a friendly structure.
- POL. This is linked to PID. Understand what is considered “normal” activity of the inhabitants of your area of responsibility.
- ROE. It is imperative that all coalition personnel have a thorough understanding of ROE and understand when the application of force is authorized.

Appendix F

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