Operation Restore Hope, Somalia – Case Study

Prepared by Mr. Bryan B. Sopko
Acknowledgements

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Preface

The case study material developed using Operation Restore Hope as a historical example was done so to support the institutionalization efforts of Attack the Network (AtN) methods for the Marine Corps. In doing so, eight different decision points have been developed around learning objectives that support the Commandant’s 2025 Vision and Strategy, while simultaneously supporting existing training and education of courses within the Marine Corps. The learning objectives developed for this material are:

- Develop a plan to establish relationships and coordinate existing capabilities, organizations (JIIM), and cultural awareness in order to support the commander’s CONOP.
- Correlate cultural, societal, and political factors and their effects on friendly, neutral and threat networks.
- Conduct planning in a complex/hybrid environment; identify and consider key environmental variables that may impact operations.
- Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.
- Leverage available intelligence capabilities (higher, adjacent, supporting, supported (HASS); forward and reachback) support planning and targeting efforts.
- Develop and implement an assessment plan that maintains awareness of a complex/hybrid environment; ensuring that information collected is considered for future engagement strategies of networks (friendly, neutral and threat).

The case study model and structure developed for this material is intended to organize a large amount of material in a manner that minimizes the preparation time for the students and instructors. Additionally, the decision points were created in a modular fashion that allows an instructor the flexibility to implement selected decision points to support existing training, without having to follow a prescribed order of the material. The option also exists for an instructor to develop additional decision points to support other learning objectives using the provided Student Preparation Guide in this case study.
**Research Resources**

The following are a list of writing and resources about Operation Restore Hope and Somalia that were used for this material and are available for preparation by a facilitator. Excerpts from these materials that directly relate to specific decision points are included in the facilitator decision point preparation guides.

**Restoring Hope: In Somalia with the Unified Task Force, 1992-1993**  
Authors: Colonel Dennis P. Mroczkowski, USMC (Retired), History Division, 2005

**Somalia and Operation Restore Hope: Reflections on Peacemaking and Peacekeeping**  
Authors: John L. Hirsch and Robert B. Oakley, United Institute of Peace Press, 1995

**Somalia…From the Sea**  
Author: Gary J. Ohls, Naval War College Press, 2009

**Rules of Engagement (ROE) for Humanitarian Intervention and Low-Intensity Conflict: Lessons from Restore Hope**  
Author: Jonathan T. Dworken, Center for Naval Analyses.

**Military Relations with Humanitarian Relief Organizations: Observations from Restore Hope**  
Author: Jonathan T. Dworken, Center for Naval Analyses, October 1993.

**Psychological Operations in Support of Operations Restore Hope, 9 Dec 92 – 4 May 93.**  

**Somalia Operations: Lessons Learned**  
Author: Kenneth Allard, CCRP Publication Series
Table of Contents

Student Preparation Guide........................................................................................................6
Coordinate and Integrate Nongovernmental Organization into Operations.............................27
Develop and Implement an Assessment Plan for the UNITAF Mission..................................50
Develop the Rules of Engagement (ROE) for UNITAF..........................................................67
Develop and Plan an Information Operations Campaign.......................................................82
Develop a Security Plan for Mogadishu....................................................................................100
Raid on Argentine and Barkera Markets..................................................................................112
Develop a Plan to Engage Threat Networks at Cantonment Sites.........................................127
Secure Baidoa and Establish the Humanitarian Relief Sector (HRS).....................................141
**Contents**

Purpose and Method ...................................................................................................................................... 7  
Preparation Guidance ............................................................................................................................. 7  
Current Capabilities Available ................................................................................................................ 8  
Introduction ........................................................................................................................................ 9  
Preliminary Assessment of the Operational Environment ...................................................................... 10  
Areas............................................................................................................................................... 10  
Structures........................................................................................................................................ 11  
Capabilities...................................................................................................................................... 13  
Organizations .................................................................................................................................. 14  
People............................................................................................................................................. 15  
Events............................................................................................................................................. 18  
Mission........................................................................................................................................... 20  
Enemy/Threat ................................................................................................................................. 20  
Troops............................................................................................................................................ 21  
Terrain.......................................................................................................................................... 22  
Time .............................................................................................................................................. 23  
Maps.............................................................................................................................................. 24
Purpose and Method

This case study was developed using the counter-factual approach, which allows students to compare what actually happened with what might have happened had some of the resources available today been available. For this particular case study, the historical facts remain consistent, but the current capabilities available to Marines are provided for students to develop their responses for individual decision points. Included in the preparation material for the students is the background information for the case study and capabilities that are currently available to Marines, but were not developed when Operation Restore Hope occurred.

Preparation Guidance

Students have been provided read ahead material to prepare for the case study discussion that will occur in the classroom and will be facilitated by an instructor. This material has been organized to include a short narrative from a historical perspective describing what led to the initiation of the operation, current capabilities available for consideration during the decision point discussions, and other key information that has been organized using modified ASCOPE and METT-T information models. Maps of Somalia are also included at the end of this document for use as reference material. While preparing for the case study, students should consider answering the following questions:

- How would you leverage the current capabilities that are available during this operation, that were not available at the time of Operation Restore Hope?
- What is occurring in this complex environment that will impact your decisions?
- What networks exist? Who are key players?
- How would you employ lethal and non-lethal capabilities that are available to you to engage networks?

The decision points that will be discussed in the classroom and presented by the facilitator are designed for students to apply current capabilities available to the problem set faced during Operation Restore Hope. Specific information regarding these decision points is not included in the student preparation guide, but will be presented by the instructor as a portion of the decision point within the classroom.
Current Capabilities Available

Communication, weapons and equipment capabilities of today’s standard are available.

Human Terrain Teams (HTT) - Provide comprehensive, unique and complex research efforts in critical socio-cultural topics; define overall analytical objectives in relation to existing or proposed policy and identify required analytical resources; provide direct support to unit decision-making by integrating the team into operations and the Marine Corps Planning Process (MCP); perform long-range planning in support of existing and projected organizational mission requirements.

Law Enforcement Professional (LEP) - Assist commanders by providing enhanced expertise and methodology directed at understanding, identifying, targeting, penetrating, interdicting, and suppressing criminal networks; possess extensive investigative skills and experience in criminal elements; SME to the commander during planning of operations on law enforcement measures.

Counter-IED Operations/Intelligence Center (COIC) - Provide Ground Moving Target Indicator (GMTI) data analysis and research support; provide research and analysis activities worldwide to address intelligence products in support of Combat Operations; disseminate both preliminary and finished GMTI and geospatially-based intelligence products; reach back support is available.

Counterinsurgency Targeting Program (CITP) - Match individuals to specific IED incidents by matching and assessing latent prints, fibers, and other data; network analysis using layer intelligence; reach back to National Ground Intelligence Center (NGIC) for advanced analytical support.

Operational Research/Statistical Analyst (ORSA) - Formulate problems and design research and study methods; conduct and supervise qualitative and quantitative analyses of complex military and related problems; summarize and synthesize complex analyses into simplified terms and present results to decision makers; plan, evaluate, coordinate, and integrate ORSA actions with other staff elements and functions.

Forensics Exploitation – Conducts investigations of significant events; exploits IED devices, recovering frequencies from RC IED devices to update EW equipment; recovers and evaluates forensic and biometric material from tactically exploited sites.

Biometrics Management - Manage and recommend biometric collection efforts; support biometric collection systems (BATS, HIIDE, SEEK II); ensure collected data is uploaded into biometric databases for use by elements to biometrically match evidence to individuals.

Intelligence, Surveillance, and Reconnaissance (ISR) – Various capabilities exist to provide full motion video and a host of sensors to collect data for analysis. Both organic and non-organic capabilities are available for use.
Introduction

Faced with a humanitarian disaster in Somalia, and exacerbated by a complete breakdown in civil order, the United Nations established the United Nations Operations in Somalia (UNOSOM I) mission in April 1992. UNOSOM I was comprised of 500 United Nation Troops, primarily from Pakistan with support from humanitarian relief and nongovernmental organizations to provide humanitarian assistance.

In the summer of 1992, the problems the people of Somalia faced became apparent to the majority of Americans. Many different media outlets broadcast and printed the images of sick, weak and starving people on a daily basis in the United States and around the world. Somalis were suffering and dying in the thousands and the overtones within the media was that something needed to be done.

On 18 August 1992, President George H. W. Bush ordered the airlift of 145,000 tons of emergency food supplies to Somalia, which signified the start of Operation Provide Relief. This effort was led by Marine Brigadier General Frank Libutti and was responsible for the distribution of food through the combined efforts of human relief organizations and nongovernmental organizations, in support of UNOSOM I. Unfortunately, these efforts were often limited due to the conditions that existed within a complex environment that had been shaped over time and progress was not immediately apparent to outsiders.

Over the final quarter of 1992, the situation in Somalia continued to worsen. Factions were splintering into smaller factions, and then splintering again. The complete unyieldingness of the local warlords operating in Somalia and their rivalries had only exacerbated the conditions within Somalia. Agreements for food distribution with one party were worthless when the stores had to be shipped through the territory of another. Some elements were actively opposing the UNOSOM intervention. Troops were shot at, aid ships attacked and prevented from docking, cargo aircraft were fired upon and aid agencies, public and private, were subject to threats, looting and extortion. Meanwhile, thousands of poverty-stricken refugees were starving to death every day.

In November of 1992, President Bush made the decision for the United States to take an active role in the international crisis faced in Somalia, through coordination with the United Nations and the International Community. As planning continued at Central Command (CENTCOM), LtGen Robert B. Johnston, Commanding General of 1st Marine Expeditionary Force (MEF) was selected and notified to lead the Unified Task Force (UNITAF).

UNITAF would be comprised of a joint task force and coalition partners from 22 nations, of which Marines would account for 57 percent of the total US force. The Service components at Central Command, which would be providing the military units for the force, also selected individuals who would join the joint task force headquarters.
Preliminary Assessment of the Operational Environment

The security environment throughout Somalia is volatile. The situation may deteriorate further because there is no centralized governmental control of Somali factions. Specific historical considerations that have occurred within the environment are captured later under the Events portion of the read ahead material.

Areas

Mogadishu - The largest city in Somalia and the nation's capital. Located in the coastal Banaadir region on the Indian Ocean, the city has served as an important port for centuries. The security situation in Mogadishu remains uncertain. Large numbers of armed forces (estimated 5,000-10,000 aligned under General [Mohamed Farah Hassan] Aideed and estimated 5,000-6,000 aligned under interim President [Ali Mahdi Mohamed]) roam the city with the two opposing leaders ... exercising little control over the activities of their respective forces. While Ali Mahdi appears to welcome a U.N. presence and assistance in Somalia, General Aideed opposes such a presence, has threatened the 500-man Pakistani force, and impeded that unit from securing the port and airfield in Mogadishu. Further, General Aideed has publicly stated that he will oppose any further introduction of U.N. forces into Mogadishu. The city is divided between the two factions by the “Green Line”, which separates northern and southern Mogadishu.

Kismayo – A port city in the Jubbada Hoose province of Somalia. It is the commercial capital of the autonomous Jubaland region. The town is situated 528 kilometers southwest of Mogadishu, near the mouth of the Jubba River, where the waters empty into the Indian Ocean. The security situation in Kismayo is uncertain but less volatile than Mogadishu. Factional fighting occurs frequently and the general population is known to be armed. Random shootings and violent incidents are frequent. The two factions claiming this area, Southern Somali National Movement (SSNM) and the Somali Patriotic Movement (SPM), have formed a loose alliance with about 3,000 troops, many of whom were former Somali National Army soldiers, reasonably well-trained and experienced with weapons. The apparent leader, Colonel Jess, appears to be minimizing his ties with General Aideed and has indicated a willingness to have a U.N. contingent deploy to Kismayo.

Baidoa – Located in south-central Somalia, situated 256 kilometers (159 mi) by road northwest of the capital Mogadishu. It the third largest city in Somalia, and the fourth most important after Kismayo. Baidoa is referred to as “The City of Death”, where the impact of famine and suffering were at their worst. An airfield exists within Baidoa that had been originally built by the Soviets during their intervention in the Ogaden War in 1977. In the past, Baidoa was a key travel point between Mogadishu and Badera. The Somali Democratic Movement (SDM), affiliated with the Rahanweyne clan-family has a strong influence in Baidoa, with sub-clans
associated with Colonel Jess and the SPM also operating in the area. Current estimates are 50-60 Somalis are dying from hunger on a daily basis.

**Badera** – An important agricultural city in the Gedo region of Somalia, located about 217 kilometers southwest of Baidoa. It is the second most populous town in the Juba Valley, with Kismayo being the largest and most densely populated city in the region. The city is also reknowned as a hub of Islamic scholarship and agricultural production. Bardera is connected to the port city of Kismayo. Everything from building materials to medicines come from Kismayo. For decades, the main business route for Bardera was to and from Mogadishu via Baidoa. However, this travel route was greatly disrupted during the height of the Somali civil war in early 1990s. Nevertheless, some trucks bring continued to commercial goods from Mogadishu. The economy of Bardera is largely agriculture-based. Animal husbandry also figures prominently, with livestock kept for meat, milk and butter. During the 1970s, animal skins such as leather and hide were important trading commodities in the area, as well as in surrounding districts and the Gedo region as a whole. The area is influenced and under the control of the SDM, which has centered their clan in Badera. Sub-clans of the SPM, led by Colonel Jess have also extended into the area.

**Structures**

**Barkera Market** - An open market in Mogadishu, Somalia, and the largest in the nation. The name *Bakaaraha* derives from the Somali word for grain silo or storage, baqaar. The market was created in late 1972 during the reign of Mohamed Siad Barre. Proprietors sold then still sell daily essentials (including staples such as maize, sorghum, beans, peanuts, sesame, wheat and rice, petrol and medicine), but it also largely expanded during the civil war and has become notoriously known as a market of small arms and all kinds of weapons, including rocket propelled grenades (RPGs), mortars (80mm and 120mm), 23mm and 30mm antiaircraft guns, and ammunition of all types. It was known as the largest market of weapons in the continent. Gunfire is commonly heard, as shoppers fire weapons into the air to test them before purchase, hence giving the sub-gun market the nickname *cirtoogte* (sky shooter). Anti-aircraft guns and mortars are tested at a further distance from the market. The market is located north of the “Green Line” in territory controlled by General Aideed’s clan.

**Argentine Market** – This market is similar in scope to the Barkera Market, but smaller in size. It is located south of the “Green Line” in territory controlled by Ali Mahdi’s clan.

**Villa Somalia** - The presidential palace of Somalia, which sits on high ground near the shores of the Indian Ocean in the northern portion of Mogadishu, with access to both the harbor and airport. The complex was the residence of the first president of Somalia, Aden Abdullah Osman Daar of the Somali Youth League (SYL); and of Siad Barre, president until his ouster in 1991,
setting the conditions for a clash between Ali Mahdi and Aideed forces. The compound was subsequently captured by the forces of Aideed's United Somali Congress (USC).

**United States Embassy** – Previously abandoned after the evacuation of personnel in January 1991 and Operation Eastern Exit (NEO). The embassy was secured by Joint Task Force (JTF) personnel in order to establish the JTF HQ. Upon arrival, the embassy compound was in a shambles and had been stripped to the bare walls; even the paving tiles had been pried up and carried away. The floors were buried in trash and debris about a foot deep and bodies were found in some areas of the compound.

**Humanitarian Operations Center (HOC)** – Consists of representatives from the military, NGOs, and the United Nations (UN). Purpose was to plan, support, and monitor the delivery of relief supplies. To do so, the HOC staff developed an overall relief strategy, coordinated NGO logistics, and arranged for U.S. military support to the NGOs. The HOC had a UN director, and civilian and military deputy directors. There are mini-HOCs in each major town in southern Somalia. Implementation of humanitarian aid has been difficult to this point due to lack of security within the country.

**Air Transportation** – Somalia has 40 airfields with usable runways of more than 1,969 feet. C-130s can land at only 10 of them. Three other airfields have been opened to C-130s but with restrictions. Six of the 10 C-130-capable airfields can also accommodate C-141s. C-5 aircraft can land only at two (2), Berbera and Mogadishu. ... Airport infrastructure at Somali airfields is rudimentary at best. Few airfields have material-handling equipment or covered storage. Air traffic control is close to nonexistent. Although Mogadishu, Bale Dogle, Hargeisa, and Kismayo have maintenance and service facilities, no airfields have the maintenance capability to fully support modern aircraft.

**Seaports** – The major ports of Mogadishu, Berbera, and Kismayo can handle general bulk and small container vessels. The operational status of petroleum offloading and storage equipment, mobile cranes, roll-on/roll-off facilities, and transit sheds at each is uncertain. Relief ship crews must be ready to use their ship’s gear to unload supplies.

**Railroads** – Somalia has no railroads.

**Highways** - Somalia’s road system consists of only a few high-capacity modern routes and has lapsed into disrepair. Of Somalia’s roughly 18,000 kilometers of roadway, approximately 3,000 are bituminous and another 3,000 are crushed rock. The remaining 12,000 kilometers are dirt roads or tracks. Surface quality has deteriorated because of the lack of maintenance during two years of unrest. Conditions are so poor that parallel trails available along some stretches are frequently used instead of the road itself.

**Radio Stations** – This capability is controlled by the factions in country. Credible intelligence reports that both Aideed and Ali Mahdi have their own individual capability. The British
Broadcasting Corporation (BBC) also has a capability to broadcast in Somalia within limited areas.

**Water Distribution** – Potable is a scarce resource in Somalia. Sources that do exist are contaminated which has caused numerous water borne illnesses and have been responsible for thousands of deaths. Potable water being supplied to this point has been through numerous nongovernmental and human relief organizations.

**Hospitals/Clinics** – Government established hospitals and clinics are nearly non-existent or in severe disrepair. Medical aid being provided in the past year has been primarily through nongovernmental and humanitarian relief organizations.

**Public Buildings** – These have all been looted and destroyed. Virtually every structure was missing its roof and had broken walls, doors and windows.

**Schools** – Not in operation, with gangs of youths roaming the streets.

**Refugee Camps** – These are over populated and consume every parcel of open land.

**Capabilities**

**Law Enforcement** – Currently nonexistent due to a lack of police or a judicial system.

**Commerce** – Markets are not operating and extensive black markets are the primary means of any commerce.

**Literacy Rate** – Estimated at 38%.

**Political Leadership** – Formal political leadership does not exist. Some clan leaders held positions within President Siad Barre’s government. Current clan leaders are being viewed as potential power brokers for establishing a future government. Somalia is currently considered a failed state.

**Food Production** – The ability to produce food within the country to sustain the population does not exist. In the outlying areas in the country, some food production is occurring. Further capability for food production exists, but this has been hampered due to the recent civil war. Current food supplies have been provided by NGOs within Somalia. However, the clans view food and water as a source of power and routinely interdict the movement of supplies.
Operation Restore Hope, Somalia – Case Study  
Student Preparation Guide

**Interpreters** – Qualified individuals are limited. There are no interpreters assigned to the JTF at this time.

**Infrastructure Maintenance** – Maintenance capability that did exist prior to the civil war is no longer being employed or available. The ability to maintain services, airfields, roads or water facilities is nonexistent.

**Organizations**

**United Somali Congress (USC).** This is the largest of the factions operating in southern Somalia, and it was one of the first to fight against the Barre regime. Composed principally of the Hawiye clan-family, it is further subdivided into two factions, which are in violent competition with each other.

1) **USC Aideed.** The faction is led by General Mohamed Farah Hassan Aideed, it was drawn from the Habr Gedr clan.
2) **USC Ali Mahdi.** The force under Ali Mahdi Mohamed, draws its support from the Abgal clan and opposes the USC Aideed faction.

Both are strong in the Mogadishu area, and each has supporters in other factions in the port city of Kismayo.

**Somali Patriotic Movement (SPM).** Active mainly in the south around Kismayo, this faction was drawn from the Ogadeni clan of the Darod clan-family. It is also divided into two rival groups.

1) **SPM Ogadeni.** One faction was led by Colonel Ahmed Omar Jess, was allied with General Aideed. Also referred to as the Somali Liberation Army (SLA).
2) **SPM Harti.** The other faction was led by Colonel Aden Gabiyo and was allied with the forces of Mohamed Said Hirsi, known as “General Morgan.”

**Somali Democratic Movement (SDM)** – Affiliated with the Rahanweyne clan-family and operates to the west of Mogadishu, centered on the town of Bardera and also strong in Baidoa.

**Southern Somali National Movement (SSNM)** – Located its center in the town of Kismayo, and is representative of the Biyemal clan of the Dir clan-family.

**Somali National Front (SNF)** – Independent faction of the Ogadeni sub-clan led by General Morgan and were active in the Kismayo area, extending to the towns of Bardera and Baidoa. Morgan was allied with Ali Mahdi and therefore was opposes to Colonel Jess.

**Somali National Alliance (SNA)** – Alliance formed by Aideed and Jess, combined together with the SDM and the SSNM in December 1991.
Somali National Movement (SNM) – Located in northern Somali and dominated by the Issaq clan-family. Under the leadership of Abdulrahman Ali Tur, this faction declared the independence of the northwestern portion of the country as the “Somaliland Republic.”

United Nations Operation in Somalia (UNOSOM) – Established in April 1992, this was a UN sponsored efforts to provide, facilitate and secure humanitarian relief in Somalia, as well as to monitor the first UN-brokered ceasefire of the Somali Civil War. The first group of ceasefire observers arrived in early July 1992 and consisted of a 500-man contingency from the Pakistan Army. UNOSOM will continue to operate in Somalia upon the arrival of the JTF, with a planned transition from the JTF to a UN lead task force at the end of operations. Aideed and Ali Mahdi, the two primary clan leaders in Mogadishu have ignored the ceasefire and continue to interrupt humanitarian relief efforts.

Nongovernmental Organizations (NGOs) – More than 30 different NGOs are operating in Somalia. These organizations have enlisted personal security that consists of clan members, some of which are being paid up to $2000 US per month. The mandates and charters of these organizations do not always allow for routine integration with military forces. The primary means of coordination with the United Nations has been through the HOC at the UNOSOM HQ. The limited food distribution and medical support in the country has been provided by these organizations, but they have routinely been threatened and intimidated by local clans, since food and water are a source of power within Somalia.

Clans – Digil, Rahawayne, Darod, Dir, Issaq and Hawiye. These are the original six clans identified in Somalia. Over the history and events in the country, these clans have split to form sub-clans and families.

Somali Government – No formal government exists at this time. Members of the former government still reside within the population, which include political leaders, judges and police officers.

People

Culture – Somali people associate themselves with clans, which define an individual’s identity within the culture. Somali children are taught their lineages for several generations back so that on meeting another person, each can recite his ancestry and thus understand his obligations and responsibilities to the other. Traditionally, all Somalis trace their ancestry back to one man, Abu Taalib, an uncle of the Prophet Mohamed. His son, Aqil, in turn had two sons, Sab and Samaal. It from these two the six clan-families descend and through which all ethnic Somalis trace their ancestry.
The Sab branch includes the clan-families of Digil and Rahawayne; from Samaal are the Darod, Dir, Issaq and Hawiye. Over generations each of these clan-families was further subdivided into clans, subclans and families. The clans have further fractured over time throughout the country’s history. An individual might identify himself as a Somali when faced with an outside threat, however, this allegiance to clans and their relationships would still be regarded as the most important aspect of his life. This lack of national identity hampers the conditions of a Somali people, and is unlike what we are accustomed to in Western society.

Scarcity of water and arable land for both nomadic herdsmen and farmers has led to a tradition of competition among the various families and clans. Due to the lack of resources, it is not uncommon for clans to associate with each other for a period of time in order to fulfill some type of immediate interest. As quickly as an alliance is formed, it can then just as quickly be dissolved due to other competing interests. Negotiations between Somali clans occur routinely and the influence from outside organizations or individuals is not looked upon as favorable.

The predominant religion within Somalia is Islam, more importantly, 99% of the Somali population associate themselves with being Sunni Muslim.

The majority of the population is located in the southern region of Somalia, with high population areas condensed around major cities.

General Mohamed Fara Hassan Aideed (General Aideed) – A Somali military leader, often described as a warlord. A former general and diplomat, he was the chairman of the United Somali Congress (USC) and later led the Somali National Alliance (SNA). Along with other armed opposition groups, they drove out President Mohamed Siad Barre's regime from Somalia's capital Mogadishu during the Somali Civil War that broke out in the early 1990s. Aideed rejected Ali Mahdi's selection at the Djibouti conference and refused to submit to his rule. This resulted in four months of continued fighting between Ali Mahdi and Aideed, the latter declaring himself Interim President. Aideed took control of Villa Somalia, the Somali Presidential Palace, while both warlords fought for control of the city.

Ali Mahdi Mohamed (Ali Mahdi) – President of Somalia from January 1991 to November 1991. He rose to power when then President Mohamed Siad Barre was forced out of office. However, he was not able at that time to exert control over the country. Following this, the nation fell into anarchy, with only local warlords and separatist groups wielding real power. Ali Mahdi is a leading member of the Abgaal clan members within the USC. General Aideed opposed the election of Ali Mahdi as President during the conference hosted by Djibouti in July 1991.

Mohammed Said Hersi Morgan (General Morgan) – Son-in-law of President Siad Barre and Minister of Defense of Somalia. He is thought to be responsible for many atrocities committed against the Somali population during the Barre government and during the civil war of the 1990s in the region of Kismayo. His military campaign in Southern Somalia in 1992 was one of the
main causes of the famine in Somalia in that same year. It is suspected that he is involved in drug-dealing and controls the supply routes of khat.

**Colonel Ahmed Omar Jess (Colonel Jess)** - One of the main warlords who controls the strategic and commercial city of Kismayo. He allied his SPM faction with the SDM and the SSNM and Aidded’s forces to form the SNA.

**General Aden Gabyow (General Gabiyo)** – A member to the Darod Tribe and a Somali politician and military general in the Somali National Army. He served as the Minister of Defense under President Siad Barre from 1986 to 1988. Appointed the chairman of the SPM in 1991 after being released from prison following the overthrow of the capital by the USC in April 1991. His election as Chairman led to a rift between him and Colonel Jess.

**Ambassador Robert Oakley** – Is a 1948 graduate of The South Kent School in Kent, CT. During his career as a Foreign Service Officer, Oakley served as United States Ambassador to Zaire, Somalia, and Pakistan. Oakley retired from the Foreign Service in September 1991, after 34 years. After retirement, he became associated with the United States Institute of Peace. In December 1992, he was named by President George H. W. Bush as Special Envoy for Somalia. His experience serving in Somalia is critical for operations, due to his understanding of the culture and ability to communicate with key individuals within the country. He personally believes that Somalia is his country and has genuine concern for all of its citizens. His purpose is to provide guidance and coordination with nongovernmental organizations and directly liaise with representatives from the United Nations.

**LtGen Robert B. Johnston** – Commanding General, I MEF, Camp Pendleton, CA. Received an oral order from General Hoar, CENTOM Commander, on 27 Nov 92 that he would establish the JTF around the I MEF staff. During the Gulf War, he served as the CENTCOM Chief-of-Staff.

**BGen Anthony C. Zinni** – JTF (UNITAF), Director of Operations. In 1991, he served as the Chief of Staff and Deputy Commanding General of Combined Task Force Operation Provide Comfort during the Kurdish relief effort in Turkey and Iraq. He was selected to support the JTF from his current position of Deputy CG, U.S. Marine Corps Combat Development Command (MCCDC), Quantico, VA.

**Col J.B. ‘Irish’ Egan** – JTF (UNITAF), Current Operations Officer. Responsible for the oversight, planning and execution of all JTF operations.

**MajGen Charles E. Wilhelm** – Commander, Marine Forces Somalia. Served as Deputy Assistant Secretary of Defense for Policy and Missions, Office of the Assistant Secretary of


### Events

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>Three main opposition groups are fighting against the Barre regime. These are the Somali National Movement, the Somali Patriotic Movement, and the United Somali Congress.</td>
</tr>
<tr>
<td>1 Jan 91</td>
<td>Ambassador Bishop requests permission from the State Department to evacuate the U.S. Embassy in Mogadishu.</td>
</tr>
<tr>
<td>5 Jan 91</td>
<td>Ships arrive off the coast of Mogadishu. Operation Eastern Exit (NEO) begins. First helicopters leave the ships at 0345; the last helicopters return at 2323. The operation is declared complete at 2340.</td>
</tr>
<tr>
<td>22 Jan 91</td>
<td>Siad Barre flees Mogadishu – The government was toppled in Mogadishu by the Hawiye-dominated USC.</td>
</tr>
<tr>
<td>Feb 91</td>
<td>Fighting erupts between the USC and the SPM in Afgoye. The defeated SPM were forced to flee south to Kidmay, where they joined up with members of the Darod faction who had fled Mogadishu.</td>
</tr>
<tr>
<td>Apr 91</td>
<td>SPM loses control of Kismayo to the USC. The SPM/SNF was pushed south of Dhobley.</td>
</tr>
<tr>
<td>Apr 91</td>
<td>General Gabiyo is released from prison after USC defeats SPM. Various Darod factions, including the SPM, SSDF and SNF regroup under the banner of SPM. General Gabiyo is appointed the new chairman of SPM and Colonel Jess becomes the military commander. This creates a rift between Gabiyo and Jess.</td>
</tr>
<tr>
<td>Jun 91</td>
<td>SPM recaptures Kismayo. Aideed proclaims his intention of clearing all Darod from Somalia.</td>
</tr>
</tbody>
</table>
Operation Restore Hope, Somalia – Case Study
Student Preparation Guide

Dec 91  General Gabiyo and Morgan combine forces to remove General Jess’ forces from Kismayo. General Jess forms an alliance with General Aideed’s USC, which becomes known as the Somali Liberation Army (SLA).

May 92  Barre’s forces are defeated and he flees Somalia. Fighting between the factions for control of the country begins.

17 Nov 91  Fighting and civil disorder force United Nations staff to evacuate Somalia.

18 Aug 92  President George H. W. Bush orders the airlift of 145,000 tons of food to Somalia in Operation Provide Relief.

9 Dec 92  At 0330, landing vehicles carrying Marines and Navy Sea, Air, Land personnel (SEALs) are launched from the ARG for initial landings and arrive at Mogadishu at 0540. By 1145, the Mogadishu airport is declared secure and the first military aircraft lands. One company of the 2d French Foreign Legion Parachute Regiment joins the JTF in Mogadishu.

11 Dec 92  Major General Charles E. Wilhelm, commanding general of Marine Forces Somalia (MarFor) arrives in Mogadishu. General Johnston and Ambassador Robert B. Oakley begin talks with faction leaders. General Mohamed Farah Hassan Aideed and Ali Mahdi Mohamed agree to respect the ceasefire and to remove heavy weapons from the city. United Nations Secretary General Boutros Boutros-Ghali invites 11 political faction leaders to a preparatory meeting for a conference of national reconciliation.
Operation Restore Hope, Somalia – Case Study
Student Preparation Guide

**Mission**

To secure the major air and sea ports, key installations and food distribution points, to provide open and free passage of relief supplies, provide security for convoys and relief organization operations, and assist NGOs providing humanitarian relief under UN auspices. This will be accomplished through four Operational Phases.

Phase I: Gain control of key objectives in Mogadishu and then rapidly move into Baledogle and Baidoa
Phase II: Occupy relief centers at Belet Uen, Oddur, and Gialalassi
Phase III: Capture the port and airfield at Kismayo, secure Bardera, and establish control of the land route between Baidoa and Bardera
Phase IV: Transfer of responsibility from UNITAF to a UN peacekeeping force, which will be known as UNOSOM II

**Enemy/Threat**

The primary enemy or threat is any group that does not allow for the accomplishment of our security and humanitarian relief support mission.

Potential lethal threats could exist from armed clan members in Somalia. Lethal capabilities that exist in Somalia include rifles, heavy machine guns, mortars, artillery, tanks and technicals (Generally formed from the body of a pick-up truck or similar vehicle, with the addition of a heavy machine gun, antiaircraft weapon, or some other crew-served weapon mounted in the bed. They were often encountered at roadblocks and were employed by all factions and many gangs.). The following is an abbreviated list of known weapon systems that currently exist.

- AK-47 assault rifles
- M-16 assault rifles
- .30-caliber machine guns
- 57mm anti-aircraft weapon systems
- Rocket Propelled Grenades
- T-54/55 tanks
- 122mm artillery

The amount of weapons and ammunition available in Somalia is extensive due to previous support to the Somali government. Complete disarmament of warring clans is not feasible with the JTF, nor is this part of the mission.
Troops

(Note – This is an abbreviated list of forces available. A complete list of all forces is provided as a supplemental document)

Marine Force Somalia – 1st Marine Division (-) (Reinforced)
   7th Marine
   15th MEU (SOC)
   24th MEU (SOC)
   1st Surveillance, Reconnaissance and Intelligence Group
   1st Force Service Support Group
   Marine Aircraft Group 16

Army Force Somalia – 10th Mountain Division (-)
   2nd Brigade
   Aviation Brigade
   Division Support Command

Joint Task Force Support
   36th Engineer Group
   62nd Medical Group
   593rd Support Group
   7th Transportation Group
   240th Quartermaster Battalion
   Task Force Thunderbird (Signal)
   96th Civil Affairs Battalion (-)
      1 x Tactical Support Team
      6 x Direct Support Teams

Joint Psychological Operations Task Force
   - 8th PSYOP Battalion
   - Product Dissemination Battalion
   - 9th PSYOP Battalion (Tactical)

Coalition forces support: Australia, Belgium, Botswana, Canada, Egypt, France, Germany, Greece, India, Italy, Kuwait, Morocco, New Zealand, Nigeria, Pakistan, Saudi Arabia, Sweden, Tunisia, Turkey, United Arab Emirates, and Zimbabwe
Levels of support provided and capability varied, based upon the country.
NGOs were addressed previously and must be integrated to support our operations.
Terrain

Africa's easternmost country, Somalia has a land area of 637,540 square kilometers, slightly less than that of the state of Texas. Somalia occupies the tip of a region commonly referred to as the Horn of Africa.

Somalia's terrain consists mainly of plateaus, plains, and highlands. In the far north, however, the rugged east-west ranges of the Karkaar Mountains lie at varying distances from the Gulf of Aden coast. The weather is hot throughout the year, except at the higher elevations in the north. Rainfall is sparse, and most of Somalia has a semiarid-to-arid environment suitable only for the nomadic pastoralism practiced by well over half the population. Only in limited areas of moderate rainfall in the northwest, and particularly in the southwest, where the country's two perennial rivers are found, is agriculture practiced to any extent.

Physiographically, Somalia is a land of limited contrast. In the north, a maritime plain parallels the Gulf of Aden coast, varying in width from roughly twelve kilometers in the west to as little as two kilometers in the east. Scrub-covered, semiarid, and generally drab, this plain, known as the *guban* (scrub land), is crossed by broad, shallow watercourses that are beds of dry sand except in the rainy seasons. When the rains arrive, the vegetation, which is a combination of low bushes and grass clumps, is quickly renewed, and for a time the *guban* provides some grazing for nomad livestock.

Inland from the gulf coast, the plain rises to the precipitous northward-facing cliffs of the dissected highlands. These form the rugged Karkaar mountain ranges that extend from the northwestern border with Ethiopia eastward to the tip of the Horn of Africa, where they end in sheer cliffs at Caseyr. The general elevation along the crest of these mountains averages about 1,800 meters above sea level south of the port town of Berbera, and eastward from that area it continues at 1,800 to 2,100 meters almost to Caseyr. The country's highest point, Shimber Berris, which rises to 2,407 meters, is located near the town of Erigavo.

Southward the mountains descend, often in scarped ledges, to an elevated plateau devoid of perennial rivers. This region of broken mountain terrain, shallow plateau valleys, and usually dry watercourses is known to the Somalis as the Ogo.

In the Ogo's especially arid eastern part, the plateau--broken by several isolated mountain ranges--gradually slopes toward the Indian Ocean and in central Somalia constitutes the Mudug Plain. A major feature of this eastern section is the long and broad Nugaal Valley, with its extensive network of intermittent seasonal watercourses. The eastern area's population consists
mainly of pastoral nomads. In a zone of low and erratic rainfall, this region was a major disaster area during the great drought of 1974 and early 1975.

The western part of the Ogo plateau region is crossed by numerous shallow valleys and dry watercourses. Annual rainfall is greater than in the east, and there are flat areas of arable land that provide a home for dry-land cultivators. Most important, the western area has permanent wells to which the predominantly nomadic population returns during the dry seasons. The western plateau slopes gently southward and merges imperceptibly into an area known as the Haud, a broad, undulating terrain that constitutes some of the best grazing lands for Somali nomads, despite the lack of appreciable rainfall more than half the year. Enhancing the value of the Haud are the natural depressions that during periods of rain become temporary lakes and ponds.

Conditions within the Horn of Africa present a high potential for infectious disease, heat-related injuries, and bites from several types of venomous snakes and insects. Diseases were vector-borne, such as malaria, or could be contracted from the unsanitary conditions prevalent in the country.

**Time**

Time will be essential to the success of operations, as the JTF will be focused on establishing humanitarian aid distribution in the southern portion of Somalia as quickly as possible. There is no established timeline for the JTF turnover to a UN led task force, but conditions must be set for this to occur.

As we conduct operations, we will need to conduct continual assessments of the conditions within the environment. Our ability to identify if we are doing the right things to have desired effects is measured over time. Due to the limited duration of our mission, we will focus on the short-term effects and adjust accordingly in order to establish conditions for a successful transfer of authority.

Current conditions in Somalia exist from actions within the country over a long period of time. The JTF will not be able to make long term changes in these conditions, nor is it our mission statement to do so.
Maps

Clan Locations within Somalia
Map of Mogadishu with Key Locations
Humanitarian Relief Sectors in Somalia
# Operation Restore Hope, Somalia – Case Study

**Decision Point:** *Coordinate and Integrate Nongovernmental Organizations into Operations*

## Contents

Overview ....................................................................................................................................... 28  
Protagonist ................................................................................................................................ 28  
Learning Objectives .................................................................................................................. 28  
Scope and Purpose .................................................................................................................... 28  
Student Material ............................................................................................................................ 29  
Introduction ............................................................................................................................... 29  
Decision Point ........................................................................................................................... 29  
Conclusion ................................................................................................................................... 29  
Presentation Media ....................................................................................................................... 32  
Facilitator Material ....................................................................................................................... 36  
Discussion Questions ................................................................................................................ 36  
Learning Objectives Considerations ......................................................................................... 36  
Preparation Material .................................................................................................................. 38  
  Somalia and Operation Restore Hope: Reflections on Peacemaking and Peacekeeping ..... 38  
  Restoring Hope: In Somalia with the Unified Task Force, 1992-1993 ................................. 40  
  Somalia…From the Sea ......................................................................................................... 45  
  Somalia Operations: Lessons Learned .................................................................................. 47
**Decision Point:** Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

**Overview**

**Protagonist:** BGen Anthony Zinni, UNITAF, Director of Operations

**Learning Objectives:**

1) Develop a plan to establish relationships and coordinate existing capabilities, organizations (JIIM), and cultural awareness in order to support the commander’s CONOP.

2) Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.

**Scope and Purpose:** The students will be presented with background information that sets the conditions for the decision point. The intent is to place the students in the position of the protagonist and then provide key information that leads them up to the decision point. Once the decision point is presented, the students will provide their individual response to the decision point. The facilitator will guide discussion amongst the students in order to support the learning objectives for this decision point. Upon completion of the discussion, the facilitator will provide what actually occurred during the operation and the feedback provided from interviews on how current capabilities available could have been leveraged to address this decision point. In the discussion area, questions are provided for the facilitator to use and other questions may be added to these by the facilitator.
**Decision Point:** Coordinate and Integrate Nongovernmental Organizations into Operations Operation Restore Hope, Somalia – Case Study

**Student Material**

**Introduction**

It is 10 Dec 92 and the invasion forces have successfully landed in Somalia the day prior and secured the ports and U.S. embassy compound. The JTF has established their HQ at the embassy and coordination for the arrival of additional forces is ongoing. BGen Zinni has been briefed by Ambassador Oakley on the status of nongovernmental organizations operating within Somalia. Currently, there are roughly 49 different organizations on the ground throughout the country. Support for these organizations to provide humanitarian relief to the people is being coordinated through the Humanitarian Operations Center (HOC), located at the UNOSOM HQ.

The JTF mission is to secure the major air and sea ports, key installations and food distribution points, to provide open and free passage of relief supplies, provide security for convoys and relief organization operations, and assist NGOs providing humanitarian relief under UN auspices. Coordination with the NGOs will be critical in achieving one of our main objectives. In order to facilitate this, some process will need to be established to ensure that the actions of the NGOs are synchronized with our military operations and that we integrate the NGOs as much as possible in our planning to ensure this occurs on a regular basis.

**Decision Point**

You are BGen Zinni and you must make a decision and develop a plan to ensure that the NGOs are included within our military operations. What is your plan to ensure coordination occurs routinely with NGOs? How will you implement this plan?

**Conclusion**

The CMOC originated during Operation PROVIDE COMFORT, the 1991 operation which provided humanitarian assistance to the northern Iraqi Kurds. Recognizing the importance of working closely with NGOs from his experiences in PROVIDE COMFORT, General Zinni directed that a Civil-Military Operations Center (CMOC) be established and made operational upon arrival in Somalia. Underscoring its importance, General Johnston demanded that the leaders of the CMOC “get things going very fast.”

Marine Colonel Kevin M. Kennedy—who had served as General Libutti’s highly effective chief of staff during PROVIDE RELIEF and understood relief operations—would head the UNITAF CMOC. Its staff came from soldiers of the Army’s 96th Civil Affairs Battalion (Airborne) and Marine Corps personnel from BGen Zinni’s J-3 organization.

In recognition of the UN responsibility for coordination of relief operations and the long-term nature of its mandate, the center was located at UNOSOM headquarters. From December
**Decision Point:** Coordinate and Integrate Nongovernmental Organizations into Operations

Operation Restore Hope, Somalia – Case Study

Onward the CMOC held a daily briefing session attended by nearly 100 participants from the UN agencies, the ICRC, and other NGOs, as well as representatives from UNITAF headquarters and the military commands responsible for each of the HRSs. The objective was to share information on the latest security developments; explain UNITAF ground rules and operational plans; coordinate humanitarian assistance activities, especially the protection for food convoys within Mogadishu and moving to the interior; and provide an opportunity for information exchange, coordination, and cooperation on humanitarian operations generally.

The CMOC was the key coordinating point for Humanitarian Relief Organizations in their dealings with UNITAF. There primary functions were:

1. Validation of requests for military support. This included requests within the Mogadishu area, long haul convoy, security escorts to the interior, and requests for support at specific sites within the UNITAF area of operations. Military support to HROs within a Humanitarian Relief Sector was usually the responsibility of the local military commander and his CMOC.

2. Coordination of requests for military support within the various military components of UNITAF.

3. Convening and hosting ad hoc mission planning groups as an arm of the UNITAF J-3, for requests involving complicated military support and/or numerous military units and HROs.

4. Promulgating and explaining UNITAF policies to the humanitarian community.

5. Providing information on UNITAF operations and the general security situation via daily security briefings.

6. Administering and issuing HRO identification cards.

7. Validating HRO personnel requests for space—available seats on UNITAF aircraft.

8. Acting as an interface, facilitator, and coordination agency between UNITAF elements and HROs and UNOSOM headquarters staff.

9. Chairing Mogadishu Port Shipping Committee, which dealt with pier space, port access, and related issues important to HROs.

10. Acting as the agency that retrieved and returned weapons confiscated from HRO organizations.

11. Responding to emergency requests for assistance from HROs in the Mogadishu area either by responding directly with CMOC assets or by requesting assistance via the UNITAF Joint Operations Center (JOC).

12. Maintaining and operating a 24-hour watch in the CMOC.
**Decision Point:** Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

13. Maintaining contact with regional CMOCs.

14. Supporting, as required, a six-person Civil Affairs Team.

15. Facilitating the creation of a Food Logistics System for Somalia that factored in food stocks, delivery dates, warehousing capacities, transport availability, and road repair efforts to create a basic matrix for food relief efforts within the UNITAF area of operations.

Current capabilities that we could leverage to support establishing the CMOC is the implementation of a biometrics collection plan that would help us in vetting individuals and granting access to the CMOC. Coordination with the Human Terrain Teams could be accomplished at the CMOC as well, since these teams could conduct their operations in conjunction with the NGOs.
Decision Point: Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

Presentation Media

Coordinate and Integrate Nongovernmental Organizations into Operations

Operation Restore Hope, Somalia
Dec 92 – May 93

Case Study Discussion
Decision Point: Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study
**Decision Point:** Coordinate and Integrate Nongovernmental Organizations into Operations

**Operation Restore Hope, Somalia – Case Study**

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**Decision Point and Discussion**

**Protagonist:** BGen Anthony Zinni, UNITAF Director of Operations

**Task:** Decide how you will integrate the NGOs in Somalia to support your operations.

What is your plan to ensure coordination occurs continually with NGOs?

How will you implement this plan?

What are some issues or friction points that will need to be addressed?
**Decision Point:** Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

**Conclusion**

- General Zinni directed that a Civil-Military Operations Center (CMOC) be established and made operational upon arrival in Somalia.
- Underscoring its importance, General Johnston demanded that the leaders of the CMOC “get things going very fast.”
- CMOC was the key coordinating point for Humanitarian Relief Organizations in their dealings with UNITAF.
  - Valiate requests for military support to NGOs
  - Coordinate support requests with military units
  - Conducted planning in support of the JTF
  - Explained JTF policies to NGOs
  - Provided information on JTF missions to NGOs
  - The interface between military units and NGOs

**Conclusion**

- The CMOC was co-located with the HOC
  - Provided unity of effort with the UN
  - Allowed for access to resources, outside of the secured Embassy Compound
- Held a daily briefing session attended by nearly 100 participants from the UN agencies.
  - Share information on the latest security developments; explain UNITAF ground rules and operational plans
  - Coordinate humanitarian assistance activities, especially the protection for food convoys within Mogadishu and moving to the interior
  - Provide an opportunity for information exchange, coordination, and cooperation on humanitarian operations generally
- Current capabilities that we could leverage to support establishing the CMOC is the implementation of a biometrics collection plan that would help us in vetting individuals and granting access to the CMOC.
- Coordination with the Human Terrain Teams could be accomplished at the CMOC as well, since these teams could conduct their operations in conjunction with the NGOs.
- Sharing of information between military and civilians can provide insight to atmospherics within the environment and support our assessments.
Decision Point: Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

Facilitator Material

Discussion Questions

Are there any security issues that need to be addressed in order to start coordinating with the NGOs?
What information are we going to share with the NGOs?
When we start working with the NGOs, is there information that we would find useful from them?
What purpose would that information serve?
Do we integrate into the established HOC with the UN?
Do we establish some other type of coordination center for the JTF?
If the decision is to establish a CMOC, where should that be located?
Who should man that type of center?
Should there be a battle rhythm for the CMOC?
Who is going to have access to the CMOC?
Will we need some type of vetting process?
Are there capabilities that we should employ to facilitate our vetting process? Biometrics?
Are all of the NGOs part of the friendly network or are some of them better associated with the neutral network?
What types of mandates and charters do the NGOs have that may hamper our ability to support them?
If we identify a potential threat network within the environment, will we be able to influence the NGOs humanitarian support to these networks?
If we have decided to employ a biometrics collection plan, is this something that we could implement as part of an NGO operation?

Learning Objectives Considerations

The intent of this particular decision point is to exercise the learning objectives identified. The following are comments that a facilitator may want to consider as they prepare for delivering this material.

*Develop a plan to establish relationships and coordinate existing capabilities, organizations (JIIM), and cultural awareness in order to support the commander’s CONOP.*

The intent is for students to relate with the concept of establishing a CMOC, what type of roles and responsibilities that the CMOC will fulfill and to tie back its purpose of supporting the UNITAF mission. As Allard states in his writings, “The real ‘peacekeepers’ in a peace operations are the humanitarian relief organizations (HROs) that provide both aid for the present
**Decision Point:** Coordinate and Integrate Nongovernmental Organizations into Operations 
Operation Restore Hope, Somalia – Case Study

and hope for the future.” The fundamental point for the particular learning objective is for the 
students to relate to the idea that the NGOs were located in a country providing support long 
before our military forces were on the ground and they will continue to be in that country after 
we leave. Understanding that NGOs possess mandates and charters which may be significantly 
different or in opposition to our operational objectives is critical for our ability to creatively plan 
in order to minimize or hopefully eliminate this potential friction point. Students must also 
consider the purpose of the mission for the operation when they discuss the location for 
establishing the CMOC. The co-location of the CMOC with the HOC leverages existing 
processes that had been established at the UN HQ and supports the future transition from the JTF 
to UNOSOM II, which had not been determined at this point of the operation. Coordination and 
operation with outside organizations was critical in completing operations and the CMOC 
provided the atmosphere to conduct this necessary coordination at a centralized location

*Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.*

The fundamental networks that will be engaged within the CMOC are the friendly and neutral 
networks. The center itself provides a setting for non-lethal engagements with both of these 
networks and the coordination of humanitarian aid would be something that could influence 
either one of these networks. Understanding that this is occurring and what impact these 
engagements have on a complex operational environment is important to support planning 
efforts. The student preparation guide provides a large amount of information that allowed them 
to gain a basic understanding of the complex environment that existed in Somalia. One of the 
key takeaways for the student is to realize that through non-lethal engagements with the friendly 
and neutral networks, the potential exists to indirectly influence or deter a potential threat 
network. Additionally, portraying our actions in a positive light, will potentially establish 
conditions that the neutral network may favor our actions over the actions of a threat network. 
This leads to effecting the environment in a manner that sets conditions that are not as conducive 
for threat networks to operate.
**Decision Point:** Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

**Preparation Material**

The following are excerpts from readings that provide additional background information about working with NGOs during Operation Restore Hope. This information will provide the facilitator with a baseline of information to help their ability to facilitate discussion. Since these are excerpts that have been compiled to support this decision point, more background information is available in the full publication provided with this case study.

*Somalia and Operation Restore Hope: Reflections on Peacemaking and Peacekeeping*
Authors: John L. Hirsch and Robert B. Oakley, United Institute of Peace Press, 1995

**HUMANITARIAN-MILITARY COORDINATION**

To develop relations of mutual confidence and understanding between the military and the humanitarian relief community, and to maximize operational coordination, Johnston and Oakley asked UNITAF, with the vital help of OFDA, to establish a Civilian-Military Operations Center (CMOC). In recognition of the UN responsibility for coordination of relief operations and the long-term nature of its mandate, the center was located at UNOSOM headquarters. From December onward CMOC held a daily briefing session attended by nearly 100 participants from the UN agencies, the ICRC, and other NGOs, as well as representatives from UNITAF headquarters and the military commands responsible for each of the HRSs. The objective was to share information on the latest security developments; explain UNITAF ground rules and operational plans; coordinate humanitarian assistance activities, especially the protection for food convoys within Mogadishu and moving to the interior; and provide an opportunity for information exchange, coordination, and cooperation on humanitarian operations generally. This last function greatly facilitated and expanded humanitarian activities and brought about increasing cooperation between civilian organizations and the military forces with humanitarian action capabilities, such as the Seabees and the Army Corps of Engineers. The extensive logistics capabilities of the various military units were able to multiply what would otherwise have been much more limited achievements by the civilians. UNITAF units of Army engineers and Seabees built or repaired 2,500 kilometers of roads, nine airfields able to handle C-130s, eighty-five helicopter pads, and more. The dug scores of wells and, in cooperation with NGOs, rehabilitated schools and clinics, and provided direct medical assistance to thousands of Somalis, partly through a UNICEF-coordinated inoculation program.

CMOC became an effective, innovative mechanism not only for operational coordination, but for bridging the inevitable gaps in perception and nurturing cooperation between the military and civilians. Oakley and other USLO staff gave periodic briefings on political developments. By developing personal relationships with NGO workers and others, UNITAF and OFDA staffs were able to more effectively address the concerns and anxieties of the relief community. Both sides were thus encouraged to seek pragmatic solutions to their difficulties. The most serious unresolved problem was the extremely complicated, dangerous one of protection for NGO, UN agency, and ICRC personnel and facilities. A particularly vexing dilemma was what to do with the heavily armed private guards retained by most of the relief organizations before UNITAF's arrival. On the one hand, UNITAF believed it could not allow these guards to continue to carry
their weapons in public, especially since most were members of one militia faction or another, and a number moonlighted as bandits.

On the other, the relief agencies felt that their guards provided them extra protection, or were afraid to fire the guards lest there be reprisals. This very real risk greatly concerned relief workers. The amount of money earned by Somali guards working for humanitarian agencies, including the ICRC, was enormous in a country where there were no other jobs to be had. The guards usually belonged to whatever militia leader was dominant in the area where the agency was operating and were paid very high wages. One well-known international NGO in Kismayo was paying some seventy guards almost $2,000 each per month plus food. This did not buy loyalty. When word spread that Morgan's militia was attacking the town in late February, the guards all fled, looting the agency compound, taking the agency vehicles, and firing at U.S. and Belgian force as they left town.

Earlier, also in Kismayo, the highly respected UNICEF representative Sean Devereaux had been assassinated by a Somali he had fired. In Baidoa, an ICRC representative was killed during a payroll robbery carried out by former employees. Oakley and Major General Wilhelm went for a firsthand look at the problem and found that the ICRC offices had chosen not to accept the UNITAF offer to all NGOs and UN agencies to guard their premises and payrolls. After review by higher-level ICRC officials, the organization began to rely more on UNITAF for protection.

Despite a great deal of dialogue and study, UNITAF and the relief agencies could not find an overall solution to this problem of protection, one that UNOSOM II also was not able to resolve. The closest UNITAF came to a solution was in banning all armed guards from Kismayo, providing radio contact for emergencies and some direct military protection for humanitarian agencies, and starting local Somali police forces that helped protect relief installations.
Decision Point: Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

Restoring Hope: In Somalia with the Unified Task Force, 1992-1993
Authors: Colonel Dennis P. Mroczkowski, USMC (Retired), History Division, 2005

Civil-Military Operations

While most of the structures created by UNITAF were internal, that is, created to assist its own forces in accomplishing the mission, there was one that looked externally, to the humanitarian relief organizations. These organizations, working directly with the people of Somalia, were the link between the military security mission and the end of famine. They worked in a wide variety of areas, distributing food, providing medical care and assistance, helping with agricultural and veterinary problems, assisting refugees and displaced persons, digging wells for clean water and working on other small civil projects. They occupied a unique place in the mosaic of the operation; manned by civilian staffs and controlled by individual parent organizations, they were highly independent. They also were an important part of the solution to Somalia’s woes. They truly were partners in the operation, and their needs had to be considered and met.

The relationships with the relief organizations did not have to be created entirely from whole cloth. During his time in Operation Provide Comfort in Iraq, Brigadier General Zinni had seen the value of establishing an entity to coordinate civil and military efforts. He wanted to repeat the process used in the Kurdish relief operation by establishing a similar group in Somalia. Also, the United States Government, through the State Department, had created a number of organizations whose primary mission was to provide disaster assistance and economic aid, as well as furnish the structures by which these could operate in foreign countries.

As early as August 1992, the United States Government had been supporting the relief organizations in Somalia through these agencies. The Office of Foreign Disaster Assistance, a part of the United States Agency for International Development, had established a disaster assistance response team for Somalia. Two disaster response teams also operated in Nairobi and Mombasa, as coordinating agencies for Operation Provide Relief. With the military intervention in December the requirement grew for closer cooperation among all parties.

During Operation Provide Relief, humanitarian relief organizations had already begun to tax the military command with requests for assistance. To reduce these direct requests and to coordinate the military response to them, a humanitarian operations center was established. This center was staffed with military officers, workers from the Agency for International Development and some relief workers. This worked well for Provide Relief, and so a center was established in Mogadishu for Restore Hope. The operations center had a simple mission: to plan, support, and monitor the delivery of relief supplies; but it had a complex organization, reflecting the mix of military, governmental, international, and civilian humanitarian aid members. The director was Philip Johnston, a United Nations official and a member of UNOSOM. There were two deputy directors; one, a civilian, was from the response team, and the other was a military officer from UNITAF. The center contained a standing liaison committee, composed of members from UNOSOM, UNITAF, the disaster assistance response team, United Nations and Red Cross agencies, and an executive committee to represent the nongovernmental organizations. A bloc called the “Core Groups” represented those relief organizations with
Decision Point: Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

Specialty interests such as agriculture, sanitation, health, and education. The loose connections of all these groups into one organization meant it had little real authority. The director responded to the U.N., and the deputies to either the Agency for International Development or UNITAF. The relief agencies were responsible to their parent organizations. The center was able to do one thing well; it established the forum for all these organizations to discuss and coordinate their needs and efforts. The main center was established with the U.N. headquarters in Mogadishu on 11 December. Thereafter, a center was established in each humanitarian relief sector.

Colonel Kevin M. Kennedy, a veteran of cyclone relief operations in Bangladesh, had been the chief of staff for Operation Provide Relief since August. He was, therefore, familiar with many of the key players in the humanitarian operations community, whether they were United States Government workers or relief organization personnel. He was selected to be the military deputy director of the humanitarian operations center and head the main civil-military operations cell in Mogadishu.

As part of the operations center, the cell was the clearinghouse for requests of the relief organizations for military support such as convoy escorts, security of facilities, space-availability on military flights, and technical assistance. Colonel Kennedy saw his duties as working in two directions. The cell was the link for the relief organizations to the military of UNITAF and UNOSOM. He also had to work closely with Ambassador Oakley and the UNITAF staff to coordinate their support. He assisted the humanitarian organizations to define their logistics requests so they could get what they actually needed, such as the berthing of relief ships, the staging of containers, and setting convoy routes and times. Colonel Kennedy saw the cell needed to be an institution that continued beyond the life of UNITAF. He therefore worked with the Japanese, Germans, Canadians, and others in the solicitation of funds. He also was involved in the development and implementation of relief policy, working with the United Nation’s 100-Day Plan, and creating a similar plan through 1993 for presentation at the Addis Ababa conferences. The main cell in Mogadishu did not have a large staff, but it was a busy organization. There were daily meetings to which all relief organizations were invited, along with representatives of the United Nations and the disaster response teams. This was in keeping with Colonel Kennedy’s desire to be inclusive. These meetings were used to discuss upcoming humanitarian operations, exchange information, and pass on intelligence. The main cell also had a variety of relief-related responsibilities. It promulgated and explained UNITAF policies to the relief organizations, and it worked closely with the UNITAF operations section in conducting mission planning for requests that needed complicated support, required more than one military unit, or that involved more than one organization. It chaired the Mogadishu port shipping committee to coordinate access to the port and pier space. It maintained a 24-hour watch to respond to emergency requests from relief organizations and coordinate them with the UNITAF staff. It also helped to create a food logistics system for the organizations. This system monitored food stocks, tracked delivery dates, listed warehouse capacities, transport availability, and the repair and condition of the road system.

Just as each relief sector had a humanitarian operations center, each also had its own civil-military cell, which maintained contact with Colonel Kennedy’s central organization in Mogadishu. These small teams of Marine or Army officers worked closely with the sector...
commanders and helped provided the same types of support to their local relief organizations. They also were given latitude to work with the local security committees and councils.

Convoy escorts were probably the most visible support the military gave the relief organizations. When an organization was expecting to move a convoy of trucks loaded with relief supplies, they filled out a standard request and submitted it to the operations cell at least 48 hours in advance. The cell then tasked either a U.S. or coalition partner with escort duty. The relief organization and the military unit then had authorization for direct liaison. The component or coalition partner controlling the relief sector that a convoy was going to was generally tasked with escort duty. Convoys going to those sectors closest to Mogadishu (Baidoa, Bardera, Merka, and Gialalassi) received security escorts all the way to their destinations, but farther districts would split the responsibility. For instance, if a convoy was going to Belet Weyne, the Italians would escort it beyond Gialalassi, and the Canadians would meet them and take it the rest of the way.

This was a rather simple process that worked well. For the first 90 days of the operation, UNITAF averaged 70 escorts a month; with monthly averages of 700 trucks carry 9,000 metric tons. Convoy security gave the relief organizations an additional benefit; they could use trucks to move food to distant areas, so they could provide more food at less cost than they had been able to bring in by airplane. This security not only allowed the World Food Program to bring in its own fleet of trucks, but also increased competition among the local transportation providers, further lowering costs.

There were some difficulties. Coordination between relief organizations and military units was not always perfect. Occasionally an escort unit was not informed of delays in the formation and start times of convoys. Locally hired trucks were subject to breakdowns, often the result of deliberate sabotage by their drivers who sought to obtain a portion of the shipment when the rest of the convoy had to proceed without them. There were some days when there were simply not enough assets to provide security for all the requested convoys. Some would have to wait, but eventually all convoys received an escort.

Convoys were not the only humanitarian relief organization assets that required security. The organization oversaw hundreds of offices, warehouses, distribution centers, clinics, and housing for their staff personnel. These facilities, located throughout the country, often fell prey to bandits since they contained food, medicines, and cash. Many of the relief organizations hired armed guards before the arrival of UNITAF. These mercenaries were often unreliable and prone to resent any attempt to fire them, in which case they became a threat to their employers. While not every place needed UNITAF protection every day, there were times when threats, real or perceived, made it appropriate to call for such assistance.

At such times, staffs of the relief organizations could call a “911-type” emergency number in the civil-military operations center. The request was then passed on to the UNITAF joint operations center, where it was assigned to a component or coalition unit. Again, this was an easy process, but it had its limitations. First, there were four levels the request had to go through: the relief organization; the civil-military operations center; the joint operations center; and then on to the military unit. Response time was increased, therefore, by the request moving
Decision Point: Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

along this chain, no matter how quickly each entity tried to pass it on. Also, there were numerous sites that might have to be guarded. Mogadishu alone had 585, and there were more throughout the rest of the area of operations. Consolidation of facilities and spaces could have eased this problem, but the relief sites remained dispersed.

In addition to simple security needs, the relief organizations also required advice and, from time to time, direct assistance. Brigadier General Zinni, in an assessment of the operation made in March, saw it proceeding on three tracks. There were the obvious military and political portions. Then there was the humanitarian aspect, which he described as going beyond the “short-term sense of getting food and emergency care to the people that are in jeopardy, but it’s also the long-term reconstruction in terms of getting public services started: hospitals, public works, that sort of thing.” He had praise for Philip Johnston and his work with the United Nations in the humanitarian operations center, and the establishment of the plan for the development of the country. But providing the kind of actions envisioned was difficult.

The problems with giving this kind of assistance were limitations under United States law of what the military could provide and the obscure boundary between legitimate civil affairs-type activities and nation-building, which was to be left to the United Nations. Within this gray area, however, there was room for work to be done by the troops in the field. As Colonel Kennedy said:

“the [Civil Affairs] program has been laissez-faire; do it if you want to, do it if you can.” The money that could be legally spent on such projects was limited (a small amount of operations and maintenance funds), as was the ability to define it as work that benefited UNITAF and thus assisted the overall security mission.

Out in coalition units, soldiers and Marines had the desire to help the Somalis in more positive ways than simply providing security. They had another necessary asset; time in their off-duty hours to volunteer for such work if they so wished. It was not long before commanders took advantage of these attributes of their troops. On 24 December, Colonel Gregory S. Newbold, commanding officer of the 15th MEU (SOC), initiated Project Hand Clasp, a program to assist schools, orphanages, and other organizations in the town of Baidoa. Through these actions, Colonel Newbold sought to maintain a benevolent image of his Marines in the minds of local Somalis. The work had the added benefit of keeping up the morale of the MarFor personnel involved. In January, these Marines began Operation Renaissance in Mogadishu. This civil affairs operation combined medical and dental assistance visits with security sweeps of the area between the airfield and the port. These actions helped to stabilize the neighborhood and make it safer for UNITAF troops.

Later, MarFor in Mogadishu worked closely with local schools. The Marines saw two benefits to these actions. Schools represented a piece of normality for the population, and they would keep children off the streets and away from trouble and harm. The Marines wrote to relatives and friends at Marine Corps Bases Camp Pendleton and Twentynine Palms, California, soliciting school supplies. The United Nations Children’s Fund provided special educational kits for teachers, school staff, and students. These were given to schools close to the soccer stadium,
Decision Point: Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

a main MarFor site, and one was sent on to Bardera. In a particularly dangerous area of
Mogadishu, which warring factions claimed, the schools needed more than just supplies. The
presence and activities of a MarFor civil-military operations team at these schools kept them
from being attacked or looted. The team also contacted the World Food Program on behalf of
the teachers and staff and procured supplies of corn, cooking oil, and sugar.

In the farther relief sectors things were happening in much the same fashion. Colonel
Werner Hellmer, the MarFor officer-in-charge of the civil-military operations center, had
established civil-military operations teams in Bardera and Baidoa. Working on the adage that
actions speak louder than words, the Marines in these sectors, noted Hellmer, “get actively
involved with the people ...one on one. ...We went out there and got involved, saw what the
people wanted, how we could help them, and we did that.” What they got involved in was the
provision of security to wells, protection of schools by visible patrolling, and assistance to
schools and orphanages. Repairing water mains, leveling of school grounds, repairing classroom
spaces, and other small maintenance projects were coordinated with Marine combat engineers
and Seabees. Materials were not specifically requisitioned for the projects; but in a land where
any building materials were scarce, scrap lumber was kept and used for such purposes.

These experiences of the Marines were not unique. They were repeated in all the other
sectors, whether run by Army Forces Somalia or a coalition member. Within a short while, the
security operations, the work of the relief organizations, and that of the civil-military operations
teams all had their effect on the daily lives of the Somali people. As Colonel Hellmer said of
Bardera and Baidoa:

You could see them blossom. ... The shops were open, the kids were in
the street, children were now taking the donkeys and water burros and
getting [containers] filled without the adults there with them. You saw
bicycles on the street, kids playing soccer, children carrying bags of rice,
which they weren’t able to do several weeks before because they got
robbed. The storefronts, the signs were being painted. You saw
electricity in Baidoa. ... They were rebuilding places. The economy was
starting to thrive. The marketplace was open. There was music. People
in the streets sitting in front of their houses now without barricading
themselves in the compound. Those are just the changes we saw within
thirty days.

During the third phase of the operation, successes were observed throughout the theater.
Coupled with the decrease of violence and the improved security situation, many members of
UNITAF felt their part of the task of restoring Somalia to the community of nations was close to
an end. They hoped they might soon return home, but for that to happen the United Nations ad
to be prepared to accept the mantle of responsibility.
As capability built up in the Mogadishu area, UNITAF elements branched out into the countryside to occupy key locations and establish secure food-delivery routes. General Zinni created eight humanitarian relief sectors—later increased to nine—during the planning for RESTORE HOPE. These provided a structure for the military occupation of the countryside and the support of humanitarian relief. In a traditional military operation, planners would use such terms as “zones of action” or “tactical areas of responsibility.” But Zinni had learned during PROVIDE COMFORT that it is best to minimize military terminology when working with NGOs and civilians generally. Zinni named the sectors after the major cities within their respective confines, configuring them to address such concerns as clan and political boundaries, military capabilities and span of control, lines of distribution and communications, and security.

Even after the arrival of UNITAF and establishment of its control in the operational environment, UNOSOM did not cease to exist. The Pakistani force under General Shaheen and UN Special Representative Ismat Kittani continued to operate within its designated area at the airport compound under Chapter VI peacekeeping rules. Its original mission of guarding the airfield, port, and convoys had proved unsuccessful, due to the resistance of Aideed and the inherent weakness of the peacekeeping force. Its light armament and restrictive ROE rendered the Pakistani battalion ineffective against the more forceful militia of Aideed. Ironically, American leaders had to attempt to bolster the UN operation while simultaneously eclipsing its function. Introduction of the more robust UNITAF forces into the operational area reduced the relative stature of UN peacekeepers.

This resulted in friction and resentment, which exacerbated tensions already present from conflicting views over the scope and purpose of RESTORE HOPE. Yet despite this situation, Oakley and Johnston believed it important to work with Kittani and Shaheen, believing that UNOSOM would be the agency for transferring authority back to the UN once RESTORE HOPE terminated.

The primary purposes of RESTORE HOPE were breaking the famine and saving lives. UNITAF could make this possible through improved security and control of the environment, but the humanitarian relief community had to accomplish the actual delivery and preparation of food for suffering Somalis. Recognizing the importance of working closely with NGOs and HROs from his experiences in PROVIDE COMFORT, General Zinni directed that a Civil-Military Operations Center (CMOC) be established and made operational upon arrival in Somalia. Underscoring its importance, General Johnston demanded that the leaders of the CMOC “get things going very fast.” Marine colonel Kevin M. Kennedy—who had served as General Libutti’s highly effective chief of staff during PROVIDE RELIEF and understood relief operations—would head the UNITAF CMOC. Its staff came from soldiers of the Army’s 96th Civil Affairs Battalion (Airborne) and Marine Corps personnel from Zinni’s J-3 organization. The fundamental purpose of the CMOC would be to coordinate UNITAF’s military support for humanitarian operations. Among the first things on Kennedy’s agenda was connecting with representatives of the USAID Office of U.S. Foreign Disaster Assistance (OFDA) and its disaster assistance response teams (DARTs) to establish a system for coordinating with the
humanitarian relief organizations. The principal figures involved in accomplishing this included Bill Garvelink and Kate Farnsworth, who successively headed up the OFDA element in Somalia. The UN headquarters in Somalia operated a similar organization, called the Humanitarian Operations Center, or HOC, designed to coordinate relief and assistance throughout the stricken areas of Somalia. Located at UNOSOM headquarters, the HOC came under Philip Johnston, the UN coordinator of humanitarian operations.

Johnston also held the position of president and chief executive officer of the Cooperative for Assistance and Relief Everywhere (CARE). Zinni and Kennedy agreed to co-locate the UNITAF CMOC with Philip Johnston’s HOC at UN headquarters to facilitate communications and coordination with the NGOs and HROs. The CMOC developed into an integral component of the HOC, with Philip Johnston at the head, Kennedy the military deputy, and Garvelink (later Farnsworth) the civilian deputy. Despite some tension between UNOSOM and UNITAF, the HOC and CMOC arrangement proved effective, because it focused on the mission and not prerogatives. Additionally, the officers and staff working within the HOC and CMOC made an effort to overcome institutional and cultural differences, which can easily undercut the effectiveness of such organizations. The HOC/CMOC operation included all interested parties (UN agencies, UNITAF, NGOs, other HROs, ICRC, etc.) and established links to the various CMOCs within each humanitarian relief sector. This arrangement produced invaluable communication, although the level of cooperation and effectiveness varied among the sectors, with Mogadishu proving the most contentious and difficult. Not all NGOs—especially local Somali organizations—felt they had full access to the CMOC or that their knowledge was fully utilized to the benefit of the mission. Yet even with difficulties and imperfections, the HOC/CMOC concept proved effective in helping the relief community and military forces accomplish their missions during RESTORE HOPE.
Decision Point: Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

Somalia Operations: Lessons Learned
Author: Kenneth Allard, CCRP Publication Series

CIVIL-MILITARY OPERATIONS

Lessons
• The real “peacekeepers” in a peace operation are the humanitarian relief organizations (HROs) that provide both aid for the present and hope for the future.
• The HROs can be our allies, but they must at least be part of our planning and coordination efforts.

Examples
Although the civil affairs officer was a familiar participant in many military operations, there was no doctrine in the collective experiences of either the services or the Joint Staff to cover a situation in which a country had descended into a state of anarchy. Along the way, however, there was a rediscovery of the need to consider military, diplomatic, and humanitarian efforts as parts of a common whole. Although there was no longer a single government in Somalia, there were at least 49 different international agencies, including U.N. bodies, nongovernmental organizations, and HROs. Dealing effectively with those agencies became the primary challenge for civil-military operations in Somalia. This was an important function because the HROs not only provided many of the relief supplies that helped fight starvation, but agencies such as the Red Cross and Feed the Children were on the scene prior to the arrival of U.S. forces and long after their departure. To this basic difference in perspective should be added another: for a variety of reasons, relief agencies tend to be suspicious of military and security personnel, even when they come as peacekeepers.

One thing that affected relations in Somalia was the pattern of accommodation that the relief agencies had followed to ensure that they could work there effectively. This usually meant hiring local security forces—often in concert with the area’s dominant clan. When peacekeeping forces arrived to set up their own security arrangements, there were the inevitable questions as to their authority. Once these issues were settled, it was also necessary to make exceptions to policy when weapons were confiscated from those people employed by the relief organizations as their security forces.

During the UNITAF phase of the operation there was an undeniable increase in both security and the amount of relief supplies being distributed. This period of relative peace allowed more relief agencies to enter the country, but it also underlined the need to ensure closer civil-military cooperation.

Sometimes these cooperative efforts involved small but important things—such as allowing HRO representatives to fly “space available” on military aircraft. More substantial efforts took place when military forces during both Restore Hope and UNOSOM II worked side by side with relief agencies to dig wells, rebuild roads, repair schools, and the like. With the need to control access to key port areas and food distribution points, it also became essential to provide photo ID cards to the relief workers. This requirement in turn meant setting up procedures for verifying organizational and personal bona fides because, as one observer said,
**Decision Point:** Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

“People came to view the ID card as both official UNITAF certification of a person’s role as a humanitarian worker and also as a gun permit.” Finally, some agency had to issue the cards and to regulate what privileges, if any, these ID cards would convey.

For these and similar reasons, one of the most important initiatives of the Somalia operation was the establishment of the Civil-Military Operations Center (CMOC). Set up in December 1992 during the early stages of UNITAF, CMOC became the key coordinating point between the task force and the HROs. Liaison officers from the major multinational contingents, together with the U.S. command, used this center as a means of coordinating their activities—such as providing military support for convoys of relief supplies and assigning pier space and port access to Mogadishu Harbor for the HROs. These practical duties also lent themselves to the broadening of contacts between the military and civilian components, including the creation of parallel CMOCs in each of the nine Humanitarian Relief Sectors. Eventually, CMOC controlled the issue of ID cards and maintained a data matrix showing the status of food relief supplies throughout the command’s area of operations. Equally important, however, was the fact that CMOC was able to work closely with the Humanitarian Operations Center run by the United Nations—thus allowing a single focal point for all relief agencies operating in-country. The staff of CMOC was deliberately kept small in order to keep it focused on its mission of coordination and information exchange.

**APPENDIX C: MISSIONS AND TASKS OF THE UNITAF CIVIL-MILITARY OPERATIONS CENTER (CMOC)**

**Mission**
The CMOC was the key coordinating point for Humanitarian Relief Organizations in their dealings with UNITAF.

**Functions**
1. Validation of requests for military support. This included requests within the Mogadishu area, long haul convoy, security escorts to the interior, and requests for support at specific sites within the UNITAF area of operations. Military support to HROs within a Humanitarian Relief Sector was usually the responsibility of the local military commander and his CMOC.
2. Coordination of requests for military support within the various military components of UNITAF.
3. Convening and hosting ad hoc mission planning groups as an arm of the UNITAF J-3, for requests involving complicated military support and/or numerous military units and HROs.
4. Promulging and explaining UNITAF policies to the humanitarian community.
5. Providing information on UNITAF operations and the general security situation via daily security briefings.
6. Administering and issuing HRO identification cards.
7. Validating HRO personnel requests for space—available seats on UNITAF aircraft.
8. Acting as an interface, facilitator, and coordination agency between UNITAF elements and HROs and UNOSOM headquarters staff.
9. Chairing Mogadishu Port Shipping Committee, which dealt with pier space, port access, and related issues important to HROs.
Decision Point: Coordinate and Integrate Nongovernmental Organizations into Operations
Operation Restore Hope, Somalia – Case Study

10. Acting as the agency that retrieved and returned weapons confiscated from HRO organizations.
11. Responding to emergency requests for assistance from HROs in the Mogadishu area either by responding directly with CMOC assets or by requesting assistance via the UNITAF Joint Operations Center (JOC).
12. Maintaining and operating a 24-hour watch in the CMOC.
13. Maintaining contact with regional CMOCs.
14. Supporting, as required, a six-person Civil Affairs Team.
15. Facilitating the creation of a Food Logistics System for Somalia that factored in food stocks, delivery dates, warehousing capacities, transport availability, and road repair efforts to create a basic matrix for food relief efforts within the UNITAF area of operations.
**Decision Point:** Develop and Implement an Assessment Plan for the UNITAF Mission
Operation Restore Hope, Somalia – Case Study

**Overview**

**Protagonist:** Col J.B. Irish Egan, UNITAF Current Operations Officer

**Learning Objective:**

3) Develop and implement an assessment plan that maintains awareness of a complex/hybrid environment; ensuring that information collected is considered for future engagement strategies of networks (friendly, neutral and threat).

**Scope and Purpose:** The students will be presented with background information that sets the conditions for the decision point. The intent is to place the students in the position of the protagonist and then provide key information that leads them up to the decision point. Once the decision point is presented, the students will provide their individual response to the decision point. The facilitator will guide discussion amongst the students in order to support the learning objectives for this decision point. Upon completion of the discussion, the facilitator will provide what actually occurred during the operation and the feedback provided from interviews on how current capabilities available could have been leveraged to address this decision point. In the discussion area, questions are provided for the facilitator to use and other questions may be added to these by the facilitator.
Decision Point: Develop and Implement an Assessment Plan for the UNITAF Mission
Operation Restore Hope, Somalia – Case Study

Student Material

Introduction

It is 10 Dec 92 and the invasion forces have successfully landed in Somalia the day prior and secured the ports and U.S. embassy compound. The JTF has established their HQ at the embassy and coordination for the arrival of additional forces is ongoing. The current UNITAF mission is:

To secure the major air and sea ports, key installations and food distribution points, to provide open and free passage of relief supplies, provide security for convoys and relief organization operations, and assist NGOs providing humanitarian relief under UN auspices. This will be accomplished through four Operational Phases.

BGen Zinni has been discussing how UNITAF will be able to understand if they are being effective with their operations and as part of this discussion, he has asked Col Egan to work with the staff in developing a method to assess our operations. Based upon the UNITAF mission statement, there are two significant portions that we will want to be able to assess, security/stability and humanitarian operations. Although the two coincide with each other, our ability to gauge how we are doing in both, help to establish conditions for the follow on forces that will relieve UNITAF at the end of our mission.

Decision Point

You are the Col Egan, the UNITAF Current Operations Officer and have been assigned the task to develop and implement an assessments plan for UNITAF. What are the MOPs and MOEs that you will want to develop to assess both security and humanitarian relief efforts? What will be the frequency in which you will assess your operations? Who will you task to conduct the assessment in the different HRSs?

Conclusion

Quotes from BGen Zinni:

“Each operation is unique. We must be careful what lessons we learn from a single experience.”

“Make as thorough an assessment as possible before deployment.”

Establishing criteria for assessing depends upon the mission and our desired end state. Depending on the type of mission we are conducting will shape the criteria developed in order to assess if we have been successful in our performance and effectiveness. At large, we are trying to answer one basic question: ‘How will we know when we have won?’
**Decision Point:** Develop and Implement an Assessment Plan for the UNITAF Mission Operation Restore Hope, Somalia – Case Study

In a humanitarian and peace operation, a major military responsibility is determining and measuring success. This calls for establishing milestones to be achieved during our operations. Failure to meet a specific milestone may provide an indicator that we are not accomplishing what was planned. In peace operations, these measures should not normally be expressed in terms of enemy killed and wounded or kilometers of ground taken; if they are, this is itself an indicator that the peace operation has changed in ways that should call into question both the mission and the mandate. In fact, the best measures of success may well be those that signal reductions in the level of violence.

**Assessing Security**

By examining how assessments of security were accomplished in Somalia during Operation Restore Hope, by mid-January it was reported that there were almost no light weapons visible on the streets, the night helicopter patrols had stopped, and there was very little nocturnal shooting. Casualty figures at the hospitals plummeted, and deaths by gunshot virtually disappeared, although armed robbery was still a problem. The number of street booths and small shops mushroomed, as did the number of people on the streets even after dark. Old habits of Somali sociability returned, repairs of homes and shops damaged in the civil war were much in evidence, and schools and clinics began to reopen.

However, due to the complex and fluid operational environment, a precise UNITAF determination of what constituted a stable security environment proved elusive. There were a number of reasons for this.

1. The situation in any sector could change from day to day.
2. Some weapons caches were still hidden in major cities and in the countryside – although the majority of faction militias were not fighting, they were neither demobilized nor disarmed.
3. UNITAF did not have enough personnel to patrol the entire HRS. Security assessments tended to focus in and around the HRS HQ.
4. In order to not simply develop metrics to be applied by HRS commanders, UNITAF assigned responsibility for assessing security to the judgment of each individual HRS commander.

Additionally, resumption of relatively normal life in the towns and secure sectors of countryside did not mean that the situation was normal or that famine had been beaten everywhere.
Decision Point: Develop and Implement an Assessment Plan for the UNITAF Mission
Operation Restore Hope, Somalia – Case Study

Assessing Humanitarian Relief

When conducting an assessment of the humanitarian support portion of Operation Restore Hope, the metrics developed may be expressed in numbers of people being fed, gallons of potable water being pumped or the ability to provide infrastructure that supports our humanitarian relief efforts as examples.

UNITAF did succeed in ending the famine and holding down the violence during its time in Somalia. Some accounts claim more than 200,000 lives were saved by the efforts of UNITAF in getting relief supplies through. Unified Task Force Somalia enabled the delivery of over 42,000 metric tons of relief supplies to the starving population

UNITAF units of Army engineers and Seabees built or repaired 2500 kms of roads, nine airfields able to handle C-130s, 85 helicopter pads and more. They dug many wells in cooperation with NGOs, rehabilitated schools and clinics, provided direct medical assistance to thousands of Somalis, partly through a UNICEF coordinated inoculation program.

As we examine the Measures of Performance (MOP) that were identified in our research of Operation Restore Hope were amounts of food delivered, wells dug, roads, airfields and road built and medical aid provided to citizens. The assessment of UNITAF’s success in performing these tasks was good. The primary Measure of Effectiveness (MOE) for the operation was the number of lives saved due to our efforts. Various sources site the total number of Somalis saved as anywhere from 100,000 to 200,000, which is a good metric to use for the MOE. However, like we presented in assessing security, the true assessment must allow for a reasonable amount of time in order to identify the various effects our operations have had on the operational environment. In this particular case, we are limited simply due to the length of the operation.

From an interview with Col Egan, he stated: “We really had no assessment plan developed going in. How did we know that we were having success? That was tough to do. To truly secure our areas of operations would have required a much larger force than what we had. Because of this, the situation would change on a daily basis. One day things would seem to be pretty normal and the next thing you know, you have gangs of Somalis firing weapons at each other. One indicator that we did use was the price of a weapon. When we arrived, a Somali could purchase an AK-47 for example, at a reasonable price. As we began to confiscate weapons and interdict the markets that were selling weapons, the price began to rise for the weapons. This indicated we were having an impact on the supply of weapons, even though we would never be able to eliminate all of them.”
Decision Point: Develop and Implement an Assessment Plan for the UNITAF Mission
Operation Restore Hope, Somalia – Case Study

Presentation Media
**Decision Point:** Develop and Implement an Assessment Plan for the UNITAF Mission Operation Restore Hope, Somalia – Case Study

**Mission Statement**

To secure the major air and sea ports, key installations and food distribution points, to provide open and free passage of relief supplies, provide security for convoys and relief organization operations, and assist NGOs providing humanitarian relief under UN auspices. This will be accomplished through four Operational Phases.
**Decision Point and Discussion**

**Protagonist:** Col J.B. ‘Irish’ Egan, UNITAF Operations Officer

**Task:** Develop and implement an assessments plan for UNITAF.

What are the MOPs and MOEs that you will want to develop to assess both security and humanitarian relief efforts?

What will be the frequency in which you will assess your operations?

Who will you task to conduct the assessment in the different Humanitarian Relief Sectors?

**Conclusion**

“Make as thorough an assessment as possible before deployment.”

– BGen Zinni

- Establishing criteria for assessing depends upon the mission and our desired end state.

- Depending on the type of mission we are conducting will shape the criteria developed in order to assess if we have been successful in our performance and effectiveness.

- We are trying to answer one basic question: ‘How will we know when we have won?’
Decision Point: Develop and Implement an Assessment Plan for the UNITAF Mission
Operation Restore Hope, Somalia – Case Study

Conclusion

• Assessment Challenges during Restore Hope:
  – The situation in any sector could change from day to day.
  – Some weapons caches were still hidden in major cities and in the countryside—although the majority of faction militias were not fighting, they were neither demobilized nor disarmed.
  – UNITAF did not have enough personnel to patrol the entire HRS. Security assessments tended to focus in and around the HRS HQ.

• In order to not simply develop metrics to be applied by HRS commanders, UNITAF assigned responsibility for assessing security to the judgment of each individual HRS commander.

Conclusion

Humanitarian Relief

• Measures of Performance (MOP) that were identified in our research of Operation Restore Hope were amounts of food delivered, wells dug, roads, airfields and road built and medical aid provided to citizens.

• The assessment of UNITAF’s success in performing these tasks was good.

• The primary Measure of Effectiveness (MOE) for the operation was the number of lives saved. Which is estimated at 200,000.

Security/Stability

• MOPs that were identified were the successful execution of operations. This included presence patrols, cordon and searches, number of weapons caches located and eliminated.

• The MOEs for the security/stability included:
  – Fatalities of neutral population from clan fighting
  – Weapon visibility on streets
  – Population return to market places and establishment of new businesses
  – Cost and available of weapons
**Decision Point:** Develop and Implement an Assessment Plan for the UNITAF Mission
Operation Restore Hope, Somalia – Case Study

**Facilitator Material**

**Discussion Questions**

How do you establish your baseline?
If you implement your assessment plan and you feel that the metrics are flawed, do you change them? How would you do this?
What current capabilities do you have available that could assist you in developing your assessment plan?
Do you conduct some type of Assessments Working Group?
If so, what frequency would you conduct this?
What would you use to collect information to support your assessment plan?
Who would you task to collect this information?
If you were to task each HRS to conduct assessments within their areas, do each of them have the capability to do so?

**Learning Objective Considerations**

The intent of this particular decision point is to exercise the learning objectives identified. The following are comments that a facilitator may want to consider as they prepare for delivering this material.

*Develop and implement an assessment plan that maintains awareness of a complex/hybrid environment; ensuring that information collected is considered for future engagement strategies of networks (friendly, neutral and threat).*

Developing and implementing an assessment plan requires a significant amount of time and mental energy. Inherently, conducting assessments in a complex environment is a tough business and many do not do it very well, if at all. Some of the most important things to consider are really the basics of assessing. The first, we must establish some type of baseline of the environment as we know it. Acknowledging that we will never gain a 100% understanding of the environment, we must attempt to satisfy this requirement in some manner. Due to our actions, conditions in the environment will change. Much like the actions from other individuals associated with networks within the environment will also have some type of effect as well. The routinely used term of, ‘The enemy gets a vote’, is flawed in a complex environment. The appropriate term that should be used is, ‘Every individual in the environment gets a vote.’

Actions by any individual, regardless of their network association will have some type of effect in a complex environment. The level of magnitude of the effect will vary, but there will be some type of effect. Being able to identify and then subsequently analyze the impact of these actions on our operations is one of the fundamental goals in conducting assessments. Our ability to
**Decision Point:** Develop and Implement an Assessment Plan for the UNITAF Mission  
Operation Restore Hope, Somalia – Case Study

accurately and effectively assess on a regular basis will drive our ability to plan appropriate operations that further enhance our ability to achieve or mission and reach that desired end state.

A current capability that we have available to assist us in developing our metrics is the ORSA. The skillset provided by this individual is geared to helping us to develop a method to assess in a quantitative manner. This is different than the Hamlet Evaluation System developed by the RAND Corporation and implemented during our operations in Vietnam. The major shortcoming of that process was that they attempted to simplify the metrics used as much as possible and then the assessments went through numerous levels as they were reported up. This caused a flawed assessment to reach the higher command, since at the lower levels, each individual desired to show improvement as they reported to the next higher level. The more levels the assessment went through, the greater magnification of error resulted.

An assessment plan must be developed and implemented early within the operation. If we wait to develop our metrics after we have conducted our operation, the potential for developing a biased metric does exist. However, although we should develop our assessment plan early, it does not preclude us from adjusting what we are measuring if we identify that the metrics that were initially developed are in some way flawed or lack the ability to provide us an assessment that is a true indicator of what is occurring within that complex environment.

The students should approach this decision point in a manner that breaks down the assessment into two key components – humanitarian relief and security. Although both components are closely related in regard to the mission of the operation, the ability to examine the effectiveness from the two positions allows for a better understanding of what is occurring within the environment as part of the operation. It should also be pointed out that the potential exists for the development of a metric that could be used in assessing both the humanitarian relief and security efforts of the JTF.
**Decision Point:** Develop and Implement an Assessment Plan for the UNITAF Mission
Operation Restore Hope, Somalia – Case Study

**Preparation Material**

The following are excerpts from readings that provide additional background information about assessments conducted in support of Operation Restore Hope. This information will provide the facilitator with a baseline of information to help their ability to facilitate discussion. Since these are excerpts that have been compiled to support this decision point, more background information is available in the full publication provided with this case study.

*Restoring Hope: In Somalia with the Unified Task Force, 1992-1993*
Authors: Colonel Dennis P. Mroczkowski, USMC (Retired), History Division, 2005

Colonel Klimp came up with a four-phased plan in which each phase would “turn at the same time” as the others, like the gears in a clock, as opposed to being sequential. The first phase was for the collection of information; “information on the city; where are the different clans located, where are the gangs headquartered. The next phase established MarFor presence by conducting foot patrols, manning checkpoints, and basically getting into the city and being seen by the people. The third phase was for direct action when necessary, such as when an important target like a weapons cache was identified. The fourth phase was for the evaluation of actions taken, assessment of new information, and formulating new tactics.

One other method of getting out the UNITAF message was through loudspeaker teams. Accompanying troops during operations, these teams broadcast surrender appeals and gave instructions to crowds or to Somalis in arms markets or at roadblocks. The team members helped to distribute copies of the *Rajo* newspaper. They also worked closely among the people, gathering important information and assessing the security environment.

In addition to simple security needs, the relief organizations also required advice and, from time to time, direct assistance. Brigadier General Zinni, in an assessment of the operation made in March, saw it proceeding on three tracks. There were the obvious military and political portions. Then there was the humanitarian aspect, which he described as going beyond the “short-term sense of getting food and emergency care to the people that are in jeopardy, but it’s also the long-term reconstruction in terms of getting public services started: hospitals, public works, that sort of thing.” He had praise for Philip Johnston and his work with the United Nations in the humanitarian operations center, and the establishment of the plan for the development of the country. But providing the kind of actions envisioned was difficult.
Gradually, a measure of normalcy was restored to Mogadishu. By January, most technicals and other heavy weapons had been moved outside the center of the city to prevent seizure. There were a few skirmishes with those who wanted to test UNITAF, such as an incident in mid-December when three technicals opened fire on patrolling Marine helicopters on the outskirts of the city and were immediately eliminated by Cobra helicopter gunships. Aideed and Ali Mahdi agreed to Oakley's midnight request that they use their radio to denounce as bandits those Somalis who initiated this attack (even though they turned out to be from Aideed's militia). Shortly after Christmas the Murasade sub clan of the Hawiye took advantage of the restrictions imposed on Aideed and Al Mahdi to unleash nightly artillery bombardments in the northeast suburbs in an attempt to regain homes occupied by the Habr Gidr and the Abgal during the civil war. Their weapons were duly located and eliminated by Marine helicopter gunships, and the Murasade leaders were told that they would not be allowed to take back their homes by force.

By mid-January, there were almost no light weapons visible on the streets, the night helicopter patrols had stopped, and there was very little nocturnal shooting. Searches for arms caches in the city were gradually increased, with Botswanan forces participating and impressing the senior U.S. Marine and Army officers with their proficiency and discipline.

Return to a peacetime atmosphere was in evidence elsewhere as well. Casualty figures at the hospitals plummeted, and deaths by gunshot virtually disappeared, although armed robbery was still a problem. It was even possible for UNITAF forces to stage a lively soccer championship won by the Botswanan team over the Italian, American, and Pakistani teams. The number of street booths and small shops mushroomed, as did the number of people on the streets even after dark. Old habits of Somali sociability returned, repairs of homes and shops damaged in the civil war were much in evidence, and schools and clinics began to reopen.

Except for the minor uprising by Aideed supporters in late February, the strategy of seeking cooperation, avoiding direct confrontation if possible, and gradually increasing pressure on all factions seemed to be working, and the casualty rate on both sides remained low. UNITAF casualties during its five-month deployment were twenty-four wounded, eight killed in action, and ten killed in various accidents. Though the number of Somali civilian deaths inadvertently caused by UNITAF cannot be accurately determined because of the local custom of taking away bodies, there were probably between fifty and one hundred. One Marine was court-martialed and convicted for unjustified use of force on a civilian. In several instances, compensation was paid for genuine accidents, which were also reported by Raja to allay exaggeration and suspicion.
**Decision Point:** Develop and Implement an Assessment Plan for the UNITAF Mission
Operation Restore Hope, Somalia – Case Study

The low number of Somali casualties, compared with the high number of incidents in which UNITAF forces encountered sporadic shooting or stone-throwing, shows how hard and how successfully the UNITAF command worked to instill restraint and discipline in troops of all nationalities. Recognizing this restraint and the high regard for Somali life it represented, the Somalis responded with similar restraint. Only in Kismayo were there instances of what could be termed organized guerrilla warfare or terrorism by Somali factions against UNITAF forces, and they were limited in number, the result of particular grievances by Omar Jess against the Belgians. While there was armed anti-UNITAF violence elsewhere, it came mostly from those engaged in criminal activities.

With deployments completed a month ahead of schedule, UNITAF concentrated its January and February efforts on stabilizing the security situation in the nine HRSs in preparation for the hoped-for handoff to UNOSOMII. The most difficult situations arose in Kismayo and Mogadishu, but generally there was great improvement in the safe movement of food convoys and, in the towns, much improved general safety and public order. However, a precise UNITAF determination of what constituted a stable security environment proved elusive. First, the situation in any particular sector changed from day to day. Second, some weapons caches were still hidden in the major cities as well as in the countryside, and although the faction militias were not fighting (except in and outside Kismayo), there were neither demobilized nor disarmed. Third, UNITAF forces could not patrol the entire width and breadth of all sectors, and security tended to be judged by the situation in and around the HRS headquarters location. Forces were initially concentrated in and near the principal cities and then spread out as far as their numbers, the security situation, and the area of the HRS would allow. Finally, remembering Vietnam and the infamous Hamlet Evaluation Program, senior U.S. officers resisted all proposals for simplistic, quantitative measures of security. Instead, responsibility for assessing security was left to the judgment of the HRS commander.

Resumption of relatively normal life in the towns and secure sectors of the countryside did not mean that the situation was normal or that famine had been beaten everywhere. This was particularly true of the large region between Kismayo and the Kenyan border, and also the area west of Bardera to the Kenyan border and north to the Ethiopian border where there were no UNITAF forces at all and several more or less organized Somali militias remained, as did large numbers of bandits. The U.S. Marines and later the Australians had too few troops to cover the entire HRS in the Bay region around Baidoa. The same was true of the Canadian in the northern part of the Belet Weyne HRS.

On the other hand, French and Moroccan forces were large enough, and their areas of responsibility small enough, that they were able to maintain a stable security situation in the entire HRS of Oddur and Baledogle, just as the U.S. Army was eventually able to do in the Merca HRS. Merca became a sort of living laboratory for UNITAF, with elements of the Tenth Mountain Division drawing from, elaborating on, and developing into doctrine the improvised security, civic action, and humanitarian programs first undertaken by the Marines in Baidoa.
Decision Point: Develop and Implement an Assessment Plan for the UNITAF Mission
Operation Restore Hope, Somalia – Case Study

Later on, after May 4, Merca was used as the primary location of the Quick Reaction Force,
made up of Tenth Mountain Division elements that remained in support of UNOSOMII.

UNITAF and USLO were focused on putting weapons out of circulation rather than on
comprehensive disarmament, which would have require a much larger force and generated much
greater friction with the Somali population and the militias. Their intervention to ban visible
weapons was planned to mesh with NGO action to encourage an embryonic process of building
government structures from the ground up. In a number of towns, the combined presence of a
USLO political officer with a UNITAF military presence and culturally sensitive, experienced
relief workers changed the local political situation significantly. Baidoa had the most success in
resurrecting a traditional independent municipal council, which worked with UNITAF on security
issues and with UNITAF, the UN, and the NGOs on humanitarian affairs. Progress in this
direction was also achieved in Merca, Belet Weyne, Oddur, and, to a lesser degree, in Bardera.
The Morgan-Jess confrontation delayed the process in Kismayo, despite the desire of clan elders
on both sides to transcend the struggle of the faction leaders. In each HRS local communities
were keen to work with the UN and NGO relief agencies to structure food and medical relief.
MISSION ANALYSIS: ENTRY AND EXIT STRATEGIES

Lessons

• Although they are to some extent implied by the mission, entry and exit strategies are important planning criteria: they govern how we should expect to go in and under what conditions we can expect to get out.

• One major military responsibility in a peace operation is determining and measuring success—keeping the chain of command informed as to where we are between entry and exit while avoiding the inevitable pressures of “mission creep.”

Examples

Because it was relatively brief, the Provide Relief airlift provided few tough entry or exit questions, beyond the obvious ones of security for the in-country ground crews. The criterion for success was similarly clear: provide food supplies to get people past the immediate threat of starvation. The entry of UNITAF was semi-permissive, the only real “opposition” for a time coming from television camera crews on the landing beaches. The well-understood U.N. mandate helped keep the focus on the most important criteria for success: better security and more food distribution.

The exit strategy was implicit in the handoff to UNOSOM II, an event that identified both a specific timeframe and milestones such as the building of a staff. When these milestones were not reached, it clearly flagged a problem: how that problem was handled, however, is another matter. Although the handoff was not complete, U.S. forces were withdrawn on schedule. While their departure certainly represented a successful conclusion of the UNITAF mission (as well as a useful signal to U.N. officials), the lack of an effective transition clearly complicated conditions for both the entry and the exit for U.S. forces supporting UNOSOM II.

Although both UNITAF and UNOSOM were authorized as peace-enforcement missions under Chapter VII of the U.N. Charter, the UNOSOM II mandate reflected a considerably deeper commitment of both security and humanitarian assistance. This mandate, however, was not by itself an invitation to the increasing use of U.S. forces in combat situations. In fact, those who originally committed the United States to a role in UNOSOM II believed that American forces would primarily play a role in logistical support to the operation. The 1,150 American troops constituting the Quick Reaction Force (QRF) were to provide a rapid response only when specific threats, attacks, or other emergencies exceeded the capabilities of other UNOSOM II forces. They were
expressly barred from spearheading routine operations, escorting convoys, or providing other longer term security actions. However, there was an inadequate appreciation by planners for a potential adversary who turned out to be highly resourceful and capable of adapting to the forces brought against him.

However, the important lesson for future planners that can be derived from this experience is that the best way to avoid mission creep is to analyze what the mission really calls for; this means constantly measuring the mission against milestones that best indicate its success or failure.

The choice of milestones is especially important. In peace operations, these measures should not normally be expressed in terms of enemy killed and wounded or kilometers of ground taken; if they are, this is itself an indicator that the peace operation has changed in ways that should call into question both the mission and the mandate. In fact, the best measures of success may well be those that signal reductions in the level of violence. Other important indicators may be expressed in terms of the numbers of children being fed, gallons of potable water being pumped, or weapons being turned in. While specific criteria will depend upon the mission, all must be capable of answering one basic question: “How will we know when we have won?”
Operation Restore Hope, Somalia – Case Study

Decision Point: Develop the Rules of Engagement (ROE) for UNITAF

Contents

Overview ....................................................................................................................................... 68
Protagonist .................................................................................................................................... 68
Learning Objectives .................................................................................................................. 68
Scope and Purpose .................................................................................................................... 68
Student Material ............................................................................................................................ 69
Introduction .................................................................................................................................... 69
Decision Point ........................................................................................................................... 69
Conclusion ....................................................................................................................................... 69
Presentation Material ................................................................................................................... 71
Facilitator Material .................................................................................................................. 75
Discussion Questions ................................................................................................................ 75
Learning Objectives Considerations ......................................................................................... 75
Preparation Material .................................................................................................................. 77
  Rules of Engagement (ROE) for Humanitarian Intervention and Low-Intensity Conflict:
  Lessons from Restore Hope ..................................................................................................... 77
**Decision Point:** Develop the Rules of Engagement (ROE) for UNITAF Operation Restore Hope, Somalia – Case Study

**Overview**

**Protagonist:** Col J.B. ‘Irish’ Egan, UNITAF, Current Operations Officer

**Learning Objectives:**

1) Conduct planning in a complex/hybrid environment; identify and consider key environmental variables that may impact operations.  
2) Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.

**Scope and Purpose:** The students will be presented with background information that sets the conditions for the decision point. The intent is to place the students in the position of the protagonist and then provide key information that leads them up to the decision point. Once the decision point is presented, the students will provide their individual response to the decision point. The facilitator will guide discussion amongst the students in order to support the learning objectives for this decision point. Upon completion of the discussion, the facilitator will provide what actually occurred during the operation and the feedback provided from interviews on how current capabilities available could have been leveraged to address this decision point. In the discussion area, questions are provided for the facilitator to use and other questions may be added to these by the facilitator.
**Decision Point:** Develop the Rules of Engagement (ROE) for UNITAF
Operation Restore Hope, Somalia – Case Study

**Student Material**

**Introduction**

It is 10 Dec 92 and the invasion forces have successfully landed in Somalia the day prior and secured the ports and U.S. embassy compound. The JTF has established their HQ at the embassy and coordination for the arrival of additional forces is ongoing. Col Irish Egan, the UNITAF Current Operations Officer has Marines deployed in Mogadishu and has been tasked to develop the ROE for operations. The initial ROE for the landing was developed for a specific purpose, but as the Marines begin to conduct patrols, a revised ROE must be developed and issued. With Marines on the ground and the security situation being unstable, it is imperative that the ROE provides Marines the flexibility conduct their operations, but carefully limits on how they engage with networks within the environment. Time is of the essence and considering the purpose of the mission, along with the conditions as they exist with the complex environment, ensuring these are right will help to establish conditions for mission success.

**Decision Point**

You are Col Egan and you must develop the ROE for UNITAF to ensure the force is provided have clear guidance on the use of lethal force in support of our mission. You have an understanding of the complex environment. What is the ROE you would develop? Are there things you need to consider? How would you disseminate the ROE to the force?

**Conclusion**

It is possible to properly balance the tensions between competing ROE objectives. One way to do this in such circumstances is to develop ROE similar to the standing peacetime ROE with only a few changes.

The ROE for the JTF ground forces were:

1. You have the right to use force to defend yourself against attacks or threats of attack.
2. Hostile fire may be returned effectively and promptly to stop a hostile act.
3. When U.S. forces are attacked by unarmed hostile elements, mobs, and/or rioters, U.S. forces should use the minimum force necessary under the circumstances and proportional to the threat.
4. You may not seize the property of others to accomplish your mission.
5. Detention of civilians is authorized for security reasons or in self-defense.

Remember:

- The United States is not at war.
- Treat all persons with dignity and respect.
**Decision Point:** Develop the Rules of Engagement (ROE) for UNITAF
Operation Restore Hope, Somalia – Case Study

- Use minimum force to carry out the mission.
- Always be prepared to act in self-defense.

There were at least three dissemination issues in Somalia. First, the JTF disseminated ROE in many ways: in OPLANs, on unclassified cards given to soldiers, in briefings, and through the use of training aids such as scenarios. The cards were probably the most effective. (Note: The information above was exactly what was printed on the cards that were distributed to the JTF.)

The ROE were clear, concise, and unclassified—ensuring maximum understanding and dissemination. This initially posed a challenge for Col Egan, since the initial ROE he developed was classified. The JTF did not have the authority to declassify information and was required to submit a request to do this to CENTCOM. Unfortunately, due to the pressing issues of forces being on the ground operating and the challenges of communication, Col Egan made the decision to declassify the ROE and distribute it to the forces. This did cause some heartache with the CENTCOM staff.
**Decision Point:** Develop the Rules of Engagement (ROE) for UNITAF Operation Restore Hope, Somalia – Case Study

**Presentation Material**
Decision Point: Develop the Rules of Engagement (ROE) for UNITAF Operation Restore Hope, Somalia – Case Study

Mission Statement

To secure the major air and sea ports, key installations and food distribution points, to provide open and free passage of relief supplies, provide security for convoys and relief organization operations, and assist NGOs providing humanitarian relief under UN auspices. This will be accomplished through four Operational Phases.
Decision Point: Develop the Rules of Engagement (ROE) for UNITAF Operation Restore Hope, Somalia – Case Study

**Decision Point and Discussion**

Protagonist: Col J.B. ‘Irish’ Egan, UNITAF Operations Officer

Task: Develop the Rules of Engagement (ROE) for UNITAF

What is the ROE you would develop?

Are there things you need to consider?

How would you disseminate the ROE to the force?

**Conclusion**

- Col Egan considered the following issues when developing the ROE:
  - The nature of the threat was unclear
  - The ROE needed to be broad enough for Marines to protect themselves, but still act as a constraint for applying force
  - The mission was to enable humanitarian relief
- The networks that existed within Somalia were not fully known or understood
- Overuse of lethal force could create greater issues that may have further complicated an already complex mission
Decision Point: Develop the Rules of Engagement (ROE) for UNITAF
Operation Restore Hope, Somalia – Case Study

Conclusion

NOTHING IN THESE RULES OF ENGAGEMENT LIMITS YOUR RIGHT TO TAKE APPROPRIATE ACTION TO DEFEND YOURSELF AND YOUR UNIT.

A. You have the right to use force to defend yourself against attacks or threats of attack.

B. Hostile fire may be returned effectively and promptly to stop a hostile act.

C. When US forces are attacked by unarmed hostile elements, mobs, and/or rioters, US forces should use the minimum force necessary under the circumstances and proportionate to the threat.

D. You may not seize the property of others to accomplish your mission.

E. Detention of civilians is authorized for security reasons or in self-defense.

REMEMBER
1. The United States is NOT at war.
2. Treat all persons with dignity and respect.
3. Use minimum force to carry out the mission.
4. Always be prepared to act in self-defense.

Conclusion

• Dissemination of ROE:
  – In Operational Plans
  – On unclassified cards given to Marines
  – In a briefing format via USA officers
  – Through the use of training aids such as scenarios

• Col Egan’s goal was to develop an ROE that was clear, concise and unclassified.

• Initial ROE was derived from classified material – Col Egan pushed the ROE prior to declassification.

“We received a call from one of our logistic units about a T-54 Soviet tank that was sitting outside of their front gate. They reported that the turret was moving and that the main gun was pointed at their position. I sent Capt. Campbell down to see what was going on with a couple of our M1’s. He reported back that the turret was being functioned and was not entirely sure on what the intent of the crew was in the tank. He could have engaged the tank, but decided to deploy some ground forces to the tank. Much to their surprise, they found a couple of Somali children in the tank playing with the controls. He made a great call not to engage that tank, even though the initial assessment was that it was a threat.” – Lt Gen Jack Klimp, USMC, Retired - 1 April 2013
**Decision Point:** Develop the Rules of Engagement (ROE) for UNITAF Operation Restore Hope, Somalia – Case Study

**Facilitator Material**

**Discussion Questions**

What are some issues to consider when developing an ROE?
How do you tailor ROE for humanitarian operations or other low-intensity conflict situations?
How do you balance the ROE in order to not be too restrictive or too permissive?
How do you disseminate the ROE?
Is there an issue with ROE precedence?
Could there be confusion between existing rules and the ROE?
What is the appropriate level of force to use against low-level threats?
Do you build in a graduated response in the ROE?
Are non-deadly capabilities approved for use?
How are non-deadly capabilities going to be employed?
Are there certain circumstances that will automatically warrant the use of deadly force?
Are these circumstances specifically identified?
Does the force understand the potential impact on networks and the environment by over using deadly force?
When developing your ROE, do you consider how this guidance may have desired or undesired effects on your operations or the complex environment?

**Learning Objectives Considerations**

The intent of this particular decision point is to exercise the learning objectives identified. The following are comments that a facilitator may want to consider as they prepare for delivering this material.

*Conduct planning in a complex/hybrid environment; identify and consider key environmental variables that may impact operations.*

Developing the ROE in a complex environment is challenging. It must be balanced and provide clear and concise guidance to the force. The ability for the ROE to be flexible enough for forces on the ground must not be too constrained, yet cannot be too permissive either. Gaining an understanding the environment, along with the mission, will help to guide our ROE development and ultimately the implementation of the ROE. Realizing that every action we take will have some type of impact on the environment, either desired or undesired. Ultimately, this has the potential to change the conditions within the environment, which will then impact how we plan our follow on operations.
Decision Point: Develop the Rules of Engagement (ROE) for UNITAF
Operation Restore Hope, Somalia – Case Study

Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.

The application of lethal capabilities has a purpose when we engage certain networks, as well an indirect effect on the other inter-related networks within the environment. If we appropriately apply lethal force as necessary, the intent is to eliminate or deter a threat, but the actions we take has potential impacts on the neutral network as well. Misuse of a lethal capability has the potential of pushing a true neutral individual in a direction that is less supportive of our operations. Likewise, a measured application of a lethal capability will hopefully send the message that we understand the need to protect a population. However, conditions within a complex environment may exist that even if we do minimize the use of a lethal capability, the neutral network may still be influenced by other networks that push them away from supporting our objectives. What we can do is deliberately develop our ROE to take issue like these into consideration and ensure that the guidance being provided is done in a manner that results in a desired effect. Subsequently, the application of lethal capabilities within any environment poses the risk of unintended collateral damage, which will have an impact on all of the networks within the environment due to the inter-relationship of the various networks. If these types of actions do occur, the force will need to address these issues in some manner in an attempt to create some type of favorable conditions for future operations.
**Decision Point:** Develop the Rules of Engagement (ROE) for UNITAF Operation Restore Hope, Somalia – Case Study

**Preparation Material**

The following are excerpts from readings that provide additional background information about developing the ROE in Somalia. This information will provide the facilitator with a baseline of information to help their ability to facilitate discussion. Since these are excerpts that have been compiled to support this decision point, more background information is available in the full publication provided with this case study.

*Rules of Engagement (ROE) for Humanitarian Intervention and Low-Intensity Conflict: Lessons from Restore Hope*

Author: Jonathan T. Dworken, Center for Naval Analyses.

**The Restore Hope ROE**

The U.S. Central Command (CENTCOM) and the First Marine Expeditionary Force (I MEF) developed a rather straightforward ROE for Restore Hope. The ROE authorized the use of deadly force in response to a hostile act. It authorized a graduated response to lesser threats and hostile intent. Soldiers were supposed to use the least amount of force necessary, use force proportionate to the threat faced, and use it only as a last resort. When faced with a potentially dangerous situation in which deadly force was *not* appropriate, soldiers were to issue verbal warnings and show force.

The command later added cayenne pepper spray as another means of non-deadly force to be used after others failed. The command defined armed individuals within the military's area of control as "threats." Defining them as threats meant that soldiers could challenge them and use all force necessary to disarm them.

**What's special about the ROE?**

There are several interesting things about the Restore Hope ROE.

First, they were similar to the standing CENTCOM peacetime ROE, except for the definition of armed individuals as threats.

Second, the ROE did not designate any force as hostile, testifying to the unclear nature of the threat and the humanitarian nature of the mission.

Third, the ROE for ground forces did not change throughout the operation. The command viewed the ROE as broad enough to account for changes in the mission and allow for the self-defense of soldiers.

Operation Restore Hope might be a precedent, but it will probably not be a textbook case for how ROE operate. There are several potentially misleading lessons that should not be taken away from the Restore Hope ROE experience.
**Decision Point:** Develop the Rules of Engagement (ROE) for UNITAF Operation Restore Hope, Somalia – Case Study

The three overall lessons may be misleading because the Restore Hope ROE experience will probably not be repeated exactly. There may be new problems and some of the ones discussed in this paper may not be relevant. There was no negative impact of the strict controls on riot control agents (RCA), for example, because UNITAF did not confront many large threatening crowds. Potentially threatening Somalis were usually close and small in number, so they could be dealt with by the use of cayenne pepper spray or sticks. In other cases (such as rock throwers), Somalis were distant and/or vanished so quickly that RCA would have been ineffective and/or indiscriminate. If the threat were large crowds rioting or shielding gunmen, the military would have had to reconsider RCA regulations and standard operating procedures.

Moreover, although ROE problems were minor in Somalia, they may not be in other operations. They were minor in Somalia because the potential costs of soldiers overreacting (i.e., shooting when they should not) were small because there was little chance of the conflict escalating. The potential costs of soldiers underreacting (i.e., not shooting when they should) were also limited because there were relatively few threats to soldiers. ROE problems in Somalia were also small because, except for a few specific operations, multinational operations were coordinated, not combined. That is, the troops acted in different sectors so differences in "national" ROE were not as large a problem as might have been if operations were closer.

Finally, in future operations coalition forces may not agree so readily to U.S. ROE. The reasons that they did in Somalia may simply not be present in the future. There may be no clear lessons learned from a previous UN operation in the country. And coalition forces may have different concepts of strategy and threat, as well as large national political constraints imposed if there are significant casualties.

**Lessons learned**

The analysis of ROE in this operation lead to overall ROE lessons learned in three areas. First, to ensure that ROE for humanitarian and similar low-intensity conflict missions maintain a proper balance between being too restrictive and too permissive, the ROE should be reasonable, simple, and similar to the standing peacetime ROE.

Second, dissemination is very important. It might be helpful for a commander of a joint task force to:

- Ensure that the troops realize that in their area of responsibility, ROE take precedence over all other rules governing the use of deadly force, such as guard rules.
- Explain why any disciplinary actions are taken against soldiers accused of excessive use offered (i.e., why those accused acted inappropriately). Other soldiers should not feel that they will be prosecuted for defending themselves appropriately.
- Ensure that troops know whether or not they can use deadly force to protect weapons or other equipment.
- Ensure that troops know that cayenne pepper spray is not a substitute for deadly force (i.e., even if they have the spray, they are still allowed to use deadly force to protect themselves if necessary).
- Differentiate between ROE and weapons confiscation policy so troops do not confuse the two.
**Decision Point:** Develop the Rules of Engagement (ROE) for UNITAF Operation Restore Hope, Somalia – Case Study

- Disseminate ROE to coalition forces to prevent confusion and coordinate policies on the use of deadly force.

The third lesson concerns the importance of early planning. Early consideration of ROE allows the commander to:
- Print unclassified ROE cards for troops before the operation.
- Consider methods of using proportionate force.
- Obtain approval for the use of cayenne pepper spray before an operation starts.
- Decide whether deadly force can be used to protect weapons.

The experiences with ROE in Restore Hope also shed light on other issues. The restraint shown by soldiers may disprove concerns that "trained killers" are not able to handle delicate peacekeeping missions. Also, the soldiers were able to handle the ROE with little extra training. Finally, the similarity between the ROE for Restore Hope and those for police forces indicates that it may be helpful to study how police organizations train their officers.

Operation Restore Hope might be a precedent, but it will probably not be a textbook case for how ROE operate. There are at least three potential lessons that should not be taken away from the Restore Hope ROE experience. The first is that the experience will be repeated: Next time there may be different problems. The second is that because ROE problems were minor in Somalia, they will be minor in other operations: With more threats, there may be more problems. The third is that in future operations coalition forces will readily agree to U.S. ROE: This may not be the case in future operations.

ROE are based on several considerations. Military factors affecting ROE include allowing maximum freedom of action and the greatest chance for mission success. Political factors include domestic ones (e.g., the reactions of Americans to what they see on television and read in the papers), diplomatic ones (e.g., the reaction of the UN and read in the papers), diplomatic ones (e.g., the reaction of the UN and U.S. allies), and local political ones (e.g., the reaction of the local populace). Legal factors affecting the use of force include international law and the law of war. Finally, ROE are one means for civilian leaders to exercise control over the military.

CENTCOM and I MEF developed a rather straightforward ROE for Restore Hope based on CENTCOM's standing Peacetime ROE. The Restore Hope ROE considered the use of offense when faced with a hostile act and hostile intent, and defined armed individuals as "threats."

**Hostile act and hostile intent**

The ROE authorized soldiers to use force against a hostile act and hostile intent: "You have the right to use force to defend yourself against attacks or threats of attack." The ROE also allowed the use of deadly force against a hostile attack: "Hostile fire may be returned effectively and promptly to stop a hostile act."

The ROE, however, did call for as restrained a response as possible:
**Decision Point:** Develop the Rules of Engagement (ROE) for UNITAF
Operation Restore Hope, Somalia – Case Study

When U.S. forces are *attacked* [emphasis added] by unarmed hostile elements, mobs and/or rioters, U.S. forces should use the minimum force necessary under the circumstances and proportionate to the threat.

The ROE said that the same rules apply to when U.S. forces are *threatened by* hostile elements. It also said that soldiers should use a graduated response to such threats, including issuing verbal warnings and showing forces. But if Somalis threatened the lives of U.S. forces, soldiers could use deadly force to protect themselves.

But what if soldiers confronted armed individuals that were not attacking or threatening soldiers? The ROE considered the Somalis "threats" in that case. Within those areas under the control of U.S. forces, armed individuals may be considered a threat to U.S. forces and the relief effort whether or not the individual demonstrates hostile intent Commanders are authorized to use all necessary force to disarm and demilitarize groups or individuals in those areas under their control.

So soldiers could challenge and use force to disarm Somalis. If during such a challenge the Somali displayed any hostile intent or committed a hostile act, soldiers could use deadly force against them. One can think of a "threat," then, as a potentially hostile force (i.e., between friendly and hostile).

Restore Hope may in fact be the first time a command defined threats in this manner in the ROE. Unfortunately, defining threats and saying they could be challenged—but not necessarily that they should be—caused soldiers to confuse ROE with weapons confiscation policy (discussed below).

Until the Joint Chiefs of Staff (JCS) approved the use of cayenne pepper spray, few effective non-deadly means offered were available. If soldiers faced threats that were too minor to make deadly force appropriate, they simply had few viable options.

**ROE Dissemination**

- Emphasize dissemination—especially the use of unclassified cards for the troops. Such cards should be printed before deployment.
- Ensure that any incidents of possible inappropriate use of deadly force are clarified to minimize misinterpretation, perhaps by educating the press covering the case.
- Consider carefully tailored explanations of ROE, especially when a Marine JTF has control over Army units that may expect such explanations.

**ROE Precedence**

When drafting the ROE, the command must ensure that the relationship between ROE and other rules is consistent and well thought-out, and that soldiers know that the ROE take precedence over all other rules governing the use of force. The latter can be done easily by stating so on the unclassified cards distributed to the soldiers.
**Decision Point:** Develop the Rules of Engagement (ROE) for UNITAF
Operation Restore Hope, Somalia – Case Study

**Proportionate Force**

Before an operation the command should give some thought to developing appropriate means to avoid low-level threats and deal with them proportionately. For example, batons might be made available to those riding in trucks. Because soldiers will develop their own means as they discover what works and what doesn't, the command should explain what means are appropriate.

**Cayenne Pepper Spray**

- Obtain approval for the use of cayenne pepper spray before an operation, and disseminate this information during the operation if required.
- Hold briefings on its use before deployment.
- Ensure that soldiers are clear that the option to use the spray does not prohibit the use of deadly force.

**Protection of Weapons**

Before an operation, the command should make a conscious decision about the use of deadly force to protect weapons, put it in the ROE, and disseminate it. Such a decision should clarify what weapons or equipment soldiers are to protect with deadly force, and under what circumstances.

**ROE and Weapons Confiscation Policy**

It is important to coordinate ROE and weapons confiscation policy, and to distinguish between the two. ROE in other operations do not define anything as a threat and state what is permissive (but not directive). But these ROE sometimes issue different guidance during the operation as to what and who can be challenged. In future operations, if a disarmament policy changes, the command may want to issue different guidance during the operation, and not define threats in this manner in the ROE.

**ROE in Multinational Operations**

If U.S. forces want to coordinate ROE with coalition forces, the United States must develop ROE that it can release to coalition forces.
Operation Restore Hope, Somalia – Case Study

Decision Point: Develop and Plan an Information Operations Campaign

Contents

Overview....................................................................................................................................... 83
Protagonist....................................................................................................................................... 83
Learning Objectives .................................................................................................................. 83
Scope and Purpose .................................................................................................................... 83
Student Material............................................................................................................................ 84
Introduction ............................................................................................................................... 84
Decision Point ........................................................................................................................... 84
Conclusion ................................................................................................................................. 84
Presentation Media .................................................................................................................... 87
Facilitator Material ....................................................................................................................... 91
Discussion Questions ................................................................................................................ 91
Learning Objectives Considerations ......................................................................................... 91
Preparation Material .................................................................................................................. 93
Restoring Hope: In Somalia with the Unified Task Force, 1992-1993 ........................................ 93
Somalia and Operation Restore Hope: Reflections on Peacemaking and Peacekeeping ..... 97
Somalia…From the Sea............................................................................................................... 99
Decision Point: Develop and Plan an Information Operations Campaign
Operation Restore Hope, Somalia – Case Study

Overview

Protagonist: Commander, Joint Psychological Operations Task Force

Learning Objectives:

1) Correlate cultural, societal, and political factors and their effects on friendly, neutral and threat networks.
2) Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.

Scope and Purpose: The students will be presented with background information that sets the conditions for the decision point. The intent is to place the students in the position of the protagonist and then provide key information that leads them up to the decision point. Once the decision point is presented, the students will provide their individual response to the decision point. The facilitator will guide discussion amongst the students in order to support the learning objectives for this decision point. Upon completion of the discussion, the facilitator will provide what actually occurred during the operation and the feedback provided from interviews on how current capabilities available could have been leveraged to address this decision point. In the discussion area, questions are provided for the facilitator to use and other questions may be added to these by the facilitator.
Student Material

Introduction

It is 10 Dec 92 and the invasion forces have successfully landed in Somalia the day prior and secured the ports and U.S. embassy compound. The JTF has established their HQ at the embassy and coordination for the arrival of additional forces is ongoing. During our mission briefings, LtGen Johnston was clear on the importance of psychological operations and civil affairs to the success of the operation. He intends to use them to assist in disarming technicals and bandits, and to create a “benevolent image” of coalition forces as they were engaged in their humanitarian, peacemaking mission.

LtGen Johnston has stated: “I understand the potential impact of PSYOP [psychological operations], I am extremely interested in having PSYOP up front for this operation because I know that it will prevent armed conflict.”

In the task force order, psychological operations are intended to focus upon presenting the image of a “strong U.S./U.N./Coalition presence, capable and willing to use force to protect the international relief effort and to allay fears about U.S./U.N./Coalition intentions.” The psychological operation’s themes and objectives will assure all factions and groups of the impartiality of the conduct of the relief operations, and are intended to dissuade any groups or individuals from interfering with the relief.

Decision Point

You are the Commander of the Psychological Operations Joint Task Force and have been assigned the task to develop an Information Operations Campaign plan to support the UNITAF mission. What are the major themes of your campaign? How are you going to disseminate these messages? What is your recommendation for integrating IO into our operations?

Conclusion

Major themes were credibility of the joint task force in its ability to carry out its goals and to meet force with force if necessary, and neutrality in its dealings with all groups in its humanitarian mission.

Some examples of printed messages used during the operation include:

- United Nation forces are here to assist in the international relief effort for the Somali people. We are prepared to use force to protect the relief operation and our soldiers. We will not allow interference with food distribution or with our activities. We are here to help you.
Decision Point: Develop and Plan an Information Operations Campaign
Operation Restore Hope, Somalia – Case Study

- Our forces are here to protect relief convoys. Do not block roadways! Force will be used to protect the convoys.
- UNITAF engineers working to help the Somali people improve their roads. Help us help you. Report mines!
- Moving the bodies of these deceased Somalis while respecting Somali religious traditions is a necessity to help make the water safe.
- Looting, stealing, or throwing rocks is not Somali, it’s criminal. Pointing guns – even play guns – at anyone is threatening. UNITAF forces are authorized to use deadly force if they are threatened or perceive they are threatened. Help stop this behavior before anyone gets hurt.

The methods to be used to get the word out to the local populace were to be “face-to-face communications, radio and loudspeaker broadcasts, leaflets, posters, coloring books, and other printed products.”

Within a week of landing, the U.S. Army and USLO combined to publish a Somali-language newspaper and to run a radio station broadcasting in Somali. A small team of U.S. Army civilians and military from Fort Bragg's psychological warfare unit, working with Somali-American translators, collaborated with USLO political and public affairs officers to compile stories for the newspaper *Raja* ("hope") and to prepare the hour-long radio program that carried news of UNITAF activities, readings from the Koran, and feature stories of local interest as well as more general world information. The first issues of *Raja* carried President Bush's December 4th speech and policy statements by Oakley and Johnston; later issues featured stories on rebuilding local government and community structures.

UNITAF PSYOP themes incorporated into *Raja*:

- Explain that UNITAF rules of engagement are applied fairly regardless of faction or position
- Highlight that UNITAF does not support or favor any faction
- Reinforce that Somalia’s problems can only be resolved by Somalis, that UNITAF and relief agencies can only assist the process
- Highlight the roles and capabilities of the 22 nations participating in UNITAF, particularly those from Africa and the Islamic world
- Highlight the seamless transition from UNITAF to UNOSOM II, emphasizing that there will be no change in the rules of engagement or troop performance
- Encourage displaced persons to return to their homes to harvest crops and plant fields
- Highlight the redevelopment and re-establishment of Somalia’s infrastructure
- Highlight the agreements made by faction leaders and the consequences of violating those agreements
- Focus on disarmament, keeping everyone appraised of the progress in each HRS
**Decision Point:** Develop and Plan an Information Operations Campaign
Operation Restore Hope, Somalia – Case Study

*Raja* and USLO teams traveled throughout the country to find stories illustrating how UNITAF and the local population were working together to improve local conditions. Circulation of *Raja* in Mogadishu quickly approached 18,000 copies per day, and another 5,000 to 8,000 copies per day were soon distributed by air in the interior. Air-dropped leaflets carried simple pictorial and Somali-language messages—for example, to stay away from an airfield when a Marine landing was due. Millions of copies of different fliers were created and distributed in the first five months.

Lesson learned shared by Col Irish Egan, JTF Current Operations Officer—“We worked hard to develop our first flier for distribution, but we has some significant difficulties within the JTF. The fact was that we did not have any Somali translators and this caused a little bit of a problem. The first flier we produced had a message in Somali that we believed read, ‘We are here to help you!’ It wasn’t until after we produced and distributed some of these that we were informed that the message on our fliers actually read, ‘We are here to conquer you!’ Big lesson learned for us on that one, but we finally were able to get the right people to ensure that errors like that did not happen again.”

IO was a significant part for every operation during Restore Hope. At least two days prior to the arrival of Marines, fliers would be distributed to the area with messages of why the Marines were arriving and to encourage the support from locals. During the operations, we would have helicopters with loudspeakers that would play messages to encourage locals to not engage the Marines. One example how IO was integrated into operations is seen in an engagement of clan members at a local cantonment area on 7 Jan 93.

“By 2300, the two storage sites were surrounded and kept under surveillance throughout the night. Psychological operations teams from the U.S. Army’s Company B, 9th Psychological Operations Battalion, were attached to each of the rifle companies. At 0553, they began to broadcast warnings to the Somali fighters that they were surrounded, and that if they came out with their hands up, they would not be hurt. At about the same time, the helicopters appeared in the sky.”
Decision Point: Develop and Plan an Information Operations Campaign
Operation Restore Hope, Somalia – Case Study

Presentation Media
**Decision Point:** Develop and Plan an Information Operations Campaign  
Operation Restore Hope, Somalia – Case Study

“I understand the potential impact of PSYOP [psychological operations], I am extremely interested in having PSYOP up front for this operation because I know that it will prevent armed conflict.” - LtGen Johnston, JTF Commander
**Decision Point:** Develop and Plan an Information Operations Campaign
Operation Restore Hope, Somalia – Case Study

**Decision Point and Discussion**

Protagonist: Psychological Operations Joint Task Force Commander

**Task:** Develop the Information Operations Campaign plan to support the UNITAF mission.

**What are the major themes of your campaign?**

**How are you going to disseminate these messages?**

**What is your recommendation for integrating IO into our operations?**

---

**Conclusion**

- There were two major themes for the IO Campaign
  - Credibility of the JTF to carry out its goal and to meet for with force if necessary
  - Neutrality in its dealings with all groups in its humanitarian mission

- The methods used to get the work out to the local populace were:
  - Face-to-face communications
  - Radio and loudspeaker broadcasts
  - Leaflets, posters, coloring books and other printed products
Conclusion

- PSYOPS were a significant part for every operation during Restore Hope
- Representatives from the PSYOP JTF were included in every part of the planning
- At least 2 days prior to the arrival of Marines, fliers would be distributed to the area with messages of why the Marines were arriving and to encourage the support from locals
- During operations, helicopters with loudspeakers would play messages to encourage locals not to engage Marines
- Vehicle mounted systems were used if airborne assets were unavailable

"We worked hard to develop our first flier for distribution, but we have some significant difficulties within the JTF. The fact was that we did not have any Somali translators and this caused a little bit of a problem. The first flier we produced had a message in Somali that we believed read, 'We are here to help you!' It wasn't until after we produced and distributed some of these that we were informed that the message on our fliers actually read, 'We are here to conquer you!' Big lesson learned for us on that one, but we finally were able to get the right people to ensure that errors like that did not happen again." – Col J. Irish Egan, USMC, Retired - 15 March 2013
**Decision Point:** Develop and Plan an Information Operations Campaign  
Operation Restore Hope, Somalia – Case Study

**Facilitator Material**

**Discussion Questions**

Does our understanding of this complex environment influence the development of our themes and messages?

Are we developing specific messages that target specific networks?

What types of messages would you produce in order to influence a specific network? Why?

How would you ensure that IO is integrated into all operations?

Is there any specific guidance to provide to the members of the JTF in regards to dissemination of messages or material?

Are there any environmental inhibitors that would affect your dissemination plans?

IO messaging is traditionally a non-lethal capability that is used to engage all networks within the environment, do you have any thoughts on how IO efforts could be applied in a lethal manner?

**Learning Objectives Considerations**

The intent of this particular decision point is to exercise the learning objectives identified. The following are comments that a facilitator may want to consider as they prepare for delivering this material.

*Correlate cultural, societal, and political factors and their effects on friendly, neutral and threat networks.*

*Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.*

Gaining an understanding the complex environment, which is inclusive to historical considerations, culture, society and political factors, is essential when planning an IO campaign. The intent of a good IO campaign is to shape or influence networks in order to provide a tactical advantage. In doing so, we are engaging networks using a non-lethal capability. Our understanding of the complex environment will help us to develop the proper messages in support of operations. Additionally, understanding factors will assist us in developing our dissemination methods as well. If the environment that we are operating in has a very low literacy rate, we may consider our dissemination plan. Written text may be understood by a few, who could then explain the message to other, but we may want to ensure that we identify a way to communicate our message to others who may not be able to read. Use of pictures in printed material, supported with a written message is a technique that was used successfully in Somalia.
The students should consider and address three different components of the IO campaign. The first is to identify the messaging that should be developed to support operations. The base messages developed must be simple enough to be understood by both the target audience and the forces on the ground. Second, they must address the manners in which the message will be related to the target audience. Given the limitations of the population with the literacy rate, printed material will need to be adjusted to ensure that maximum saturation of the messages can occur. The balanced use of both printed material and audio messaging should be a large portion of the discussion. Finally, the integration of IO capabilities with operations is the final component the students should address. In order to accomplish this, the IO task force must be included in planning efforts for proper synchronization. The other portion of the IO campaign that is typically overlooked is the physical actions of Marines on the ground as a part of supporting the messaging portion of the IO campaign. In a subsequent decision point, the JTF developed an ROE that provided guidance to ground forces on the use of force. This guidance further supported the ability for the JTF to institute the IO campaign and messaging.

Further discussion on developing and implementing the IO campaign should include how the JTF leadership viewed the importance of this capability. Many of the leaders interviewed have addressed how the IO campaign mitigated lethal engagements with clan members. The importance of this particular aspect ties directly to the mission and purpose of the JTF. Escalation of force may have been required on occasion, but it was the least desirable option due to the negative impact that these types of engagements would have had on the overall mission and objectives.
Decision Point: Develop and Plan an Information Operations Campaign
Operation Restore Hope, Somalia – Case Study

Preparation Material

The following are excerpts from readings that provide additional background information about information operations in support of Operation Restore Hope. This information will provide the facilitator with a baseline of information to help their ability to facilitate discussion. Since these are excerpts that have been compiled to support this decision point, more background information is available in the full publication provided with this case study.

Extracts not included within this document, but provided as a supporting PDF file: Psychological Operations in Support of Operations Restore Hope, 9 Dec 92 – 4 May 93.

Restoring Hope: In Somalia with the Unified Task Force, 1992-1993
Authors: Colonel Dennis P. Mroczkowski, USMC (Retired), History Division, 2005

Psychological Operations

Johnston was clear on the importance of psychological operations and civil affairs to the success of the operation. He intended to use them to assist in disarming technicals and bandits, and to create a “benevolent image” of coalition forces as they were engaged in their humanitarian, peacemaking mission. In the task force order, psychological operations were intended to focus upon presenting the image of a “strong U.S./U.N./Coalition presence, capable and willing to use force to protect the international relief effort and to allay fears about U.S./U.N./Coalition intentions.” The psychological operation’s themes and objectives were to assure all factions and groups of the impartiality of the conduct of the relief operations, and to dissuade any groups or individuals from interfering with the relief. Major themes were credibility of the joint task force in its ability to carry out its goals and to meet force with force if necessary, and neutrality in its dealings with all groups in its humanitarian mission. The methods to be used to get the word out to the local populace were to be “face-to-face communications, radio and loudspeaker broadcasts, leaflets, posters, coloring books, and other printed products.” To perform this valuable work, a separate Joint Psychological Operations Task Force was formed within the joint task force.

Lieutenant General Johnston knew the successful implementation of his mission would be greatly helped by a well-run psychological operation effort. “Having understood the potential impact of PSYOP [psychological operations], I was extremely interested in having PSYOP up front for this operation because I knew ... that it would prevent armed conflict. ...You come in with tanks and people think you’re there to hurt them. PSYOP worked well to convince [Somalis] that we were there with the military capability to take care of the factions and their little armies—that we were going to provide support and safety.”

To ensure this valuable support was planned and integrated into the UNITAF operation, a joint psychological operation task force was organized under the supervision of the director of operations, Brigadier General Anthony C. Zinni. This specialized task force, under the command of Lieutenant Colonel Charles Borchini, USA, was formed from elements of the Army’s 4th Psychological Operations Group (Airborne). The nucleus of the task force came
from the 8th Psychological Operations Battalion and the Product Dissemination Battalion. The 9th Psychological Operations Battalion (Tactical) provided two brigade psychological operations support elements and eight loudspeaker teams. These last units were attached to the 7th Marines, and the Army’s 10th Mountain Division.406

The joint psychological operations task force had the mission of providing information and coordinating communications to two target audiences. The first group included those persons and organizations General Johnston had to work closely with to accomplish the mission: the special envoy, UNOSOM, United Nations agencies, and the humanitarian relief sectors. The second group was the Somalis, comprised of the general Somali population, the leaders of the factions, elders from the clans and villages, religious leaders, and professionals and intellectuals.

The task force accomplished its information dissemination mission through a variety of products. Leaflets were easily produced and widely distributed. These small sheets usually had a colorful picture on one side and a related message in Somali on the other. Themes ranged from an explanation of the purposes of the coalition forces to information about the dangers of mines and unexploded ordnance. These were distributed to target areas by aircraft. Throughout the operation several types of aircraft were used: Marine Corps CH-53 helicopters; USAF and Canadian C-130 Hercules airplanes; Army UH-60 and UH-1 helicopters; Navy S-3 Viking airplanes; and New Zealand C-748 Andover airplanes.408

Another printed product was a Somali-language newspaper named Rajo, the Somali word for hope. The staff of the paper included soldiers from the 4th Psychological Operations Group, civilian area experts, and Somali linguists. They produced articles about military operations in Mogadishu and the other relief sectors, relief operations, redevelopment, and analyses of the peace and reconciliation talks. Other features dealt with public health information, articles about rebuilding the educational system and police forces, and interviews with relief staff members. One other popular feature was a cartoon featuring a Somali named Celmi and his camel Mandeeq. The conversations between these two characters emphasized the themes of the coalition’s mission and what current operations were accomplishing. The first copy of this paper was published on 20 December 1992, and it soon had a daily run of 15,000 to 28,000 copies, depending on the availability of paper. It was distributed to every town and village in which UNITAF soldiers were deployed. The paper was apparently effective in getting out UNITAF information to the Somalis. As U.S. Ambassador to Somalia Robert B. Oakley later told the Rajo staff: “We are using Rajo to get the correct information into the hands of the Somali population and to correct distortions. ... It has made a big difference. The faction leaders, I know, read it very, very carefully. Every once in a while [General Mohamed Farah Hassan] Aideed or Ali Mahdi [Mohamed] or one of the other faction leaders draws to my attention something that appeared in the newspaper. So they’re very, very sensitive to it and they know its power.”

In cooperation with the newspaper, UNITAF established a Somali-language radio station, also named Rajo. Radio Rajo offered the Somali people a choice from the faction-controlled radio stations as a source of information. Twice a day, the station broadcast a 45-minute program consisting of news stories from the Rajo newspaper, world events, readings from the Quran, readings of Somali stories and poetry, and Somali music. The broadcasts were designed
Decision Point: Develop and Plan an Information Operations Campaign  
Operation Restore Hope, Somalia – Case Study

to encourage the Somali factions to settle their differences and rebuild their country. There were several specific themes the station staff wove into the broadcasts. These were to emphasize the neutrality of the coalition and ensure listeners that the rules of engagement would be applied fairly against all factions as necessary; to highlight the capabilities of the coalition and the work its members were doing, especially those from African or Islamic countries; to encourage disarmament and highlight the agreements made by the faction leaders; to reinforce the idea that only the Somali people could resolve their problems and encourage the rebuilding of the country’s social infrastructure; to encourage displaced people to return home and harvest or plant crops; and to emphasize that there would be no change in the rules of engagement or capabilities during the transition from UNITAF to UNOSOM II.

The radio station was located at UNITAF headquarters in the U.S. Embassy compound. It broadcast on a combination of midwave and shortwave frequencies. With extensive adjustments to the transmitting antenna, the Rajo shortwave programs could be received in every city and town in each of the relief sectors.

One other method of getting out the UNITAF message was through loudspeaker teams. Accompanying troops during operations, these teams broadcast surrender appeals and gave instructions to crowds or to Somalis in arms markets or at roadblocks. The team members helped to distribute copies of the Rajo newspaper. They also worked closely among the people, gathering important information and assessing the security environment. They gave an added, personal emphasis to the coalition messages in the Rajo paper and radio broadcasts by meeting with village elders and local religious leaders.

Psychological operations teams supported every UNITAF action from the very start of the operation. On 9 December, loudspeaker teams accompanied the 15th Marine Expeditionary Unit during the initial landings. A Marine CH-53 carried a team for the first leaflet drop over the city of Mogadishu. After that, loudspeakers and leaflet drops were a part of each movement of coalition forces into the relief sectors. Two to three days before the arrival of UNITAF soldiers into a town, the teams dropped special handshake leaflets that depicted a Somali and a coalition soldier shaking hands and explained the mission of the coalition to assist the relief operations. While emphasizing the peaceful intent of the coalition, these leaflets also clearly stated that UNITAF was prepared to take any necessary action: “We are prepared to use force to protect the relief operation and our soldiers. We will not allow interference with food distribution or with our activities.” After UNITAF forces moved into a sector other leaflets were dropped over the cities and villages and along the routes leading to it. These showed Somali people waving to a guarded convoy of relief trucks, and explained: “We are here to protect relief convoys.” They also warned: “Do not block roadways! Force will be used to protect the convoys.”

Loudspeaker teams were conspicuous during the Marine assault against the weapons storage sites in Mogadishu in early January and in the Army’s efforts against the forces of Mohamed Said Hirsi (General Morgan) in Kismayo in February. They accompanied coalition forces on sweeps of arms markets and during Clean Street operations. Special leaflets explained the intent of these operations and in February a very specific one was directed at the forces of General Morgan. The leaflet explained the ultimatum issued by the UNITAF commander and told Morgan’s men they must move by the deadline of 25 February, “or risk destruction.”
These task force activities were of great value to UNITAF, clearly demonstrating a benign and neutral stance balanced with a will to use force if necessary. Speaking of the loudspeaker teams, Major General Charles E. Wilhelm, the MarFor commander, summed up the value of the psychological operations efforts: “They reduced the amount of unnecessary bloodshed by convincing Somali gunmen to surrender rather than fight.”
Explaining UNITAF to the Somalis

It was clear from the outset that a major effort, above and beyond meetings of UNITAF and USLO staff with the Somalis, would be needed to explain UNITAF's objectives to the Somali people in a comprehensible way. This would be essential to correct misperceptions and prevent confrontations and might help create a positive long-term political evolution. In the aftermath of the civil war, reliable information was hard to come by, though rumors and propaganda circulated quickly. Aside from word of mouth and local political propaganda, most Somalis got whatever information they had primarily from the shortwave radio broadcasts of the BBC's Somali-language service. Little attention was paid to the Voice of America. Though the BBC's English-speaking head office seemed unaware of it, many of its broadcasts had a decided political slant, often hostile to the United States and UNITAF and in a number of cases simply incorrect. Early on, for instance, the BBC Somali service erroneously claimed that Oakley had met militia leader General Hersi "Morgan" in Bardera-anathema to many Somalis since Morgan, Siad Barre's son-in-law, was associated with serious atrocities under the old regime. Later both the BBC and Reuters disseminated incorrect reports that Morgan had seized Kismayo, implying UNITAF collusion and enraging the suspicious Aideed and his followers.

In Mogadishu, both Aideed and Ali Mahdi used their separate radio stations several hours a day and put out small mimeographed news bulletins, usually containing clever caricatures and political cartoons. It was scarcely the material of informed reporting on developments in the country and abroad, but it was effective political propaganda with little regard for the facts.

Within a week of landing, the U.S. Army and USLO combined to publish a Somali-language newspaper and to run a radio station broadcasting in Somali. A small team of U.S. Army civilians and military from Fort Bragg's psychological warfare unit, working with Somali-American translators, collaborated with USLO political and public affairs officers to compile stories for the newspaper **Raja** ("hope") and to prepare the hour-long radio program that carried news of UNITAF activities, readings from the Koran, and feature stories of local interest as well as more general world information. The first issues of **Raja** carried President Bush's December 4 speech and policy statements by Oakley and Johnston; later issues featured stories on rebuilding local government and community structures. **Raja** and USLO teams traveled throughout the country to find stories illustrating how UNITAF and the local population were working together to improve local conditions. Circulation of **Raja** in Mogadishu quickly approached 18,000 copies per day, and another 5,000 to 8,000 copies per day were soon distributed by air in the interior. Air-dropped leaflets carried simple pictorial and Somali-language messages-for example, to stay away from an airfield when a Marine landing was due. Millions of copies of different fliers were created and distributed in the first five months.
The UNITAF information operations had a number of successes – perhaps reflected by the fact that when relations between Aideed and UNITAF became tense later, one of his principal complaints was what he claimed to be the anti-SNA slant of Raja. During the brief protest in late February, Somali paperboys delivering Raja were attacked, and Aideed's own radio station and mimeographed bulletins did their best to denounce and discredit Raja. Periodically other faction leaders or Islamic leader complained; all complaints were carefully reviewed. In a number of cases, erroneous stories were corrected or a new approach to issues adopted. Technical difficulties with the radio transmission to interior regions were a problem since the spoken word is so important in a culture that has relied far more on oral transmission for news than on print.
“Radio wars” had been going on in Mogadishu since the arrival of UNITAF in December 1992. Aideed claimed that Radio Mogadishu constituted the official, state broadcasting system, but he had often used it for blatant propaganda purposes, promoting his own claim to national leadership and supporting the interests of his political faction. Much of his cant had consisted of highly inflammatory rhetoric against the UN and its activities. For their part, UNITAF leaders had created a Somali-language newspaper and radio station in Mogadishu, both named *Rajo* (sometimes spelled *Raja*, meaning “hope” in Somali), as parts of its public-information and psychological operations activity. In response to provocative transmissions, UNITAF would broadcast rebuttals, matching their intensity to that of the invective coming from Radio Mogadishu. This gave Generals Johnston and Zinni bargaining power with Aideed, causing him to keep his messages more moderate. That approach had proved somewhat effective during the period of Operation RESTORE HOPE.
Operation Restore Hope, Somalia – Case Study

Decision Point: Develop a Security Plan for Mogadishu

Contents

Overview ..................................................................................................................................... 101
Protagonist ................................................................................................................................ 101
Learning Objectives ................................................................................................................ 101
Scope and Purpose .................................................................................................................. 101
Student Material .......................................................................................................................... 102
Introduction ................................................................................................................................ 102
Decision Point ............................................................................................................................. 102
Conclusion ................................................................................................................................... 102
Presentation Media .................................................................................................................... 104
Facilitator Material ..................................................................................................................... 107
Discussion Questions .................................................................................................................. 107
Learning Objectives Considerations ....................................................................................... 107
Preparation Material ................................................................................................................ 110

Restoring Hope: In Somalia with the Unified Task Force, 1992-1993 ........................................ 110
**Decision Point:** Develop a Security Plan for Mogadishu
Operation Restore Hope, Somalia – Case Study

**Overview**

**Protagonist:** Col Jack Klimp, Task Force Mogadishu Commander

**Learning Objectives:**

1) Conduct planning in a complex/hybrid environment; identify and consider key environmental variables that may impact operations.
2) Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.
3) Leverage available intelligence capabilities (higher, adjacent, supporting, supported (HASS); forward and reachback) support planning and targeting efforts.

**Scope and Purpose:** The students will be presented with background information that sets the conditions for the decision point. The intent is to place the students in the position of the protagonist and then provide key information that leads them up to the decision point. Once the decision point is presented, the students will provide their individual response to the decision point. The facilitator will guide discussion amongst the students in order to support the learning objectives for this decision point. Upon completion of the discussion, the facilitator will provide what actually occurred during the operation and the feedback provided from interviews on how current capabilities available could have been leveraged to address this decision point. In the discussion area, questions are provided for the facilitator to use and other questions may be added to these by the facilitator.
**Decision Point:** Develop a Security Plan for Mogadishu  
Operation Restore Hope, Somalia – Case Study

**Student Material**

**Introduction**

By the end of December, the MarFor commander, Major General Wilhelm, recognized the city needed to be stabilized to carry out the overall security mission. He instructed Colonel Klimp to devise an aggressive plan that would put MarFor ahead of the factions in terms of knowing what was happening in the city and in prepared actions that may be necessary. Up until this point, gaining an understanding of what was happening within this complex environment and what networks existed was minimal at best.

Task Force Mogadishu numbered about 2,000 Marines. It moved to the sports stadium in the northern part of the city, where criminal activity and fighting among factions were common, and soon began its operations. Providing additional stabilization through increased security is necessary for the achievement of the UNITAF mission. By accomplishing this task, the Marines will be setting the conditions for a future transition to a UN lead task force with the long-term goal of nation building.

**Decision Point**

You are Col Klimp and have been tasked to develop a plan that would increase security within Mogadishu and simultaneously allow the command to gain a better understanding of what is occurring within the city in order to maintain an advantage of factions operating in the area. What is your plan? What are the desired effects of your plan? How will you employ your Marines in order to increase security and to gain a better understanding of the networks and the environment? What current capabilities available would you employ and why?

**Conclusion**

Colonel Klimp came up with a four-phased plan in which each phase would “turn at the same time” as the others, like the gears in a clock, as opposed to being sequential.

The first phase was for the collection of information; “information on the city; where are the different clans located, where are the gangs headquartered.”

The second phase established MarFor presence by conducting foot patrols, manning checkpoints, and basically getting into the city and being seen by the people.

The third phase was for direct action when necessary, such as when an important target like a weapons cache was identified.

The fourth phase was for the evaluation of actions taken, assessment of new information, and formulating new tactics.
**Decision Point:** Develop a Security Plan for Mogadishu  
Operation Restore Hope, Somalia – Case Study

Task Force Mogadishu was the instrument created to undertake this stabilization mission. It was formed at the beginning of January from the 3d Battalion, 11th Marines; 3d Amphibious Assault Battalion; 3d Light Armored Infantry Battalion; Company C, 1st Battalion, 7th Marines; and Company K, 3d Battalion, 9th Marines. Colonel Klimp was assigned as the commanding officer of the task force.

The main activity was patrolling, which helped Marines gather information from the local populace and provided the presence envisioned in Colonel Klimp’s original plan. Like a cop on a beat in the United States, this very presence helped reduce violence and reassured the majority of citizens of UNITAF’s benign intent.

Interview comments from LtGen Klimp – 1 Apr 13:

Can you discuss how you developed you security plan for Mogadishu?  
“To be honest, it was written in books that makes it sound like we really knew what we were doing. Actually, we were doing things on a day by day basis. We did not really know what was going on, but we knew we needed to increase security. I guess that looking back, what we ended up doing was the four phase plan, but that was not something that we really thought about up front going in. It was something that we ended up doing after a certain amount of trial and error.”
Decision Point: Develop a Security Plan for Mogadishu
Operation Restore Hope, Somalia – Case Study

Presentation Media

Develop a Security Plan for Mogadishu

Operation Restore Hope, Somalia
Dec 92 – May 93

Case Study Discussion
**Decision Point:** Develop a Security Plan for Mogadishu
Operation Restore Hope, Somalia – Case Study

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**Decision Point and Discussion**

*Protagonist: Col Jack Klimp, TF Mogadishu Commander*

**Task:** Develop a plan that will increase security within Mogadishu and simultaneously allow the command to gain a better understanding of what is occurring within the city in order to maintain an advantage of factions operating in the area.

**What is your plan?**

**What are the desired effects of your plan?**

**How will you employ your Marines in order to increase security and to gain a better understanding of the networks and the environment?**

**What current capabilities available would you employ and why?**
**Conclusion**

- Colonel Klimp came up with a four-phased plan in which each phase would “turn at the same time” as the others, like the gears in a clock, as opposed to being sequential.

- The first phase was for the collection of information: “information on the city; where are the different clans located; where are the gangs headquartered.”

- The second phase established MarFor presence by conducting foot patrols, manning checkpoints, and basically getting into the city and being seen by the people.

- The third phase was for direct action when necessary, such as when an important target like a weapons cache was identified.

- The fourth phase was for the evaluation of actions taken, assessment of new information, and formulating new tactics.

*Restoring Hope: In Somalia with the Unified Task Force, 1992-1993*

Author: Colonel Dennis P. Mroczkowski, USMC (Retired), History Division, 2005

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**Conclusion**

- Task Force Mogadishu was the instrument created to undertake this stabilization mission.
  - It was formed at the beginning of January from the 3d Battalion, 11th Marines; 3d Amphibious Assault Battalion; 3d Light Armored Infantry Battalion; Company C, 1st Battalion, 7th Marines; and Company K, 3d Battalion, 9th Marines.

- The main activity was patrolling, which helped Marines gather information from the local populace and provided the presence envisioned in Colonel Klimp’s original plan.

- Like a cop on a beat in the United States, this very presence helped reduce violence and reassured the majority of citizens of UNITAF’s benign intent.

“To be honest, it was written in books that makes it sound like we really knew what we were doing....We did not really know what was going on, but we knew we needed to increase security.... It was something that we ended up doing after a certain amount of trial and error.” – LtGen Jack Klimp, USMC, Retired, 1 April 2013
**Decision Point:** Develop a Security Plan for Mogadishu  
Operation Restore Hope, Somalia – Case Study

**Facilitator Material**

**Discussion Questions**

What type of information do you want to specifically gather on the environment in Mogadishu to support the commander’s intent?  
Will part of your plan involve gaining an understanding of networks within Mogadishu?  
What specifically while you want to find out about these networks?  
What current capabilities could you leverage in order to assist you in gaining information on networks or individuals?  
What current capabilities could be leveraged to provide a tactical advantage in your security mission?  
If you employ current capabilities available to support your operations, is there information that you could collect in order to support gaining a better understanding of the environment?  
As part of your plan, how will you know if your actions are achieving their desired effects?  
How often will you assess your actions within Mogadishu?  
What type of engagement strategy will you develop to support your security operations?  
Are there specific variables within the environment that you will focus on effecting?  
What are these variables? How will you affect them? Why?

**Learning Objectives Considerations**

The intent of this particular decision point is to exercise the learning objectives identified. The following are comments that a facilitator may want to consider as they prepare for delivering this material.

*Conduct planning in a complex/hybrid environment; identify and consider key environmental variables that may impact operations.*

*Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.*

The following discussion addresses the two learning objective above:

Col Klimp had a very limited understanding of the environment, which was one of the driving factors on how he developed his plan. As a part of increasing security, he deliberately set out to gain an understanding of the environment and the details associated with the networks operating within the environment. The method in which Task Force Mogadishu accomplished this was with Marines patrolling and collecting information as they were patrolling. Once potential weapons caches were located, the Marines would engage the networks to confiscate weapons. In
Decision Point: Develop a Security Plan for Mogadishu
Operation Restore Hope, Somalia – Case Study

other decision points of this case study, there are some specific operations that occurred that
directly relate to engaging threat networks with both lethal and non-lethal capabilities. One is
based upon an engagement by threat networks from two different cantonment areas on 6 Jan 93,
the second addresses two different raids conducted on markets that sell weapons, which occurred
on 8 Jan 93 and 11 Jan 93. Specific details and discussions on these events are included on those
decision point support papers.

The fourth phase of his plan is that key portion of conducting assessments of his operations and
continuing to assess the networks and environment in order to continue to plan missions that
would provide desired effects that supported his mission. The initial baseline of the environment
and networks at the beginning of their operations was limited, but this was identified up front.
Developing a plan that would allow the Marines to gain a greater understanding of the
environment helped to strengthen the validity of that baseline, which was critical for their ability
to conduct reasonable assessments of operations and the effect those operations had on the
environment.

The students’ discussion on this particular decision point should address the need to gain an
understanding of the environment and networks and how they will accomplish this. With the
limited force structure available for operations, the students should consider gaining visibility
through the application of various presence patrols. The reporting process of these patrols can
provide the information necessary to begin to identify the networks within the environment.
However, the discussion of developing some type of assessment plan or conducting an initial
evaluation of the environment is often overlooked initially. Understanding the current conditions
is critical in the planning process. Col Klimp outlines this very well in the manner in which he
developed his own plan for Restore Hope.

Leverage available intelligence capabilities (higher, adjacent, supporting, supported (HASS);
forward and reachback) support planning and targeting efforts.

All of the current capabilities available could have been leveraged in this particular example and
would have provided an additional tactical advantage. Employing ISR would have been an
advantage from a tactical consideration for overwatch on patrols and operations, as well as
possessing the ability to collection information within the environment through the use of
various sensors on these platforms. Marines equipped with BATS, HIIDE and SEEK II
biometric collection platforms would have been able to enroll individuals within the environment
as part of their operations. This would have added to the database for future use in identity
operations, coupled with exploitation that could have been conducted on weapons caches.

Human Terrain Teams (HTT) employed within Mogadishu would have provided insight to the
population, which would have further enhanced an understanding of that complex environment.
Use of COIC and CITP analysts could have allowed for network mapping and analysis to
Decision Point: Develop a Security Plan for Mogadishu
Operation Restore Hope, Somalia – Case Study

Support potential targeting efforts. Law Enforcement Professionals (LEP) could have provided insight on the actions of criminal networks within the environment and this knowledge could have been used in planning follow on operations. Finally, the ORSA could have used data collected to assist in that important assessment process. In all, the current capabilities provided for this case study, if integrated and leveraged, could provide the commander with valuable information to be used in planning and targeting.
**Preparation Material**

The following are excerpts from readings that provide additional background information developing and implementing the Mogadishu security plan during Operation Restore Hope. This information will provide the facilitator with a baseline of information to help their ability to facilitate discussion. Since these are excerpts that have been compiled to support this decision point, more background information is available in the full publication provided with this case study.

**Restoring Hope: In Somalia with the Unified Task Force, 1992-1993**  
Author: Colonel Dennis P. Mroczkowski, USMC (Retired), History Division, 2005

By the end of December, the MarFor commander, Major General Wilhelm, recognized the city needed to be stabilized to carry out the overall security mission. He instructed Colonel Klimp to devise an aggressive plan that would put MarFor ahead of the factions in terms of knowing what was happening in the city and in prepared actions that may be necessary. Colonel Klimp came up with a four-phased plan in which each phase would “turn at the same time” as the others, like the gears in a clock, as opposed to being sequential. The first phase was for the collection of information; “information on the city; where are the different clans located, where are the gangs headquartered.” The next phase established MarFor presence by conducting foot patrols, manning checkpoints, and basically getting into the city and being seen by the people. The third phase was for direct action when necessary, such as when an important target like a weapons cache was identified. The fourth phase was for the evaluation of actions taken, assessment of new information, and formulating new tactics. Task Force Mogadishu was the instrument created to undertake this stabilization mission. It was formed at the beginning of January from the 3d Battalion, 11th Marines; 3d Amphibious Assault Battalion; 3d Light Armored Infantry Battalion; Company C, 1st Battalion, 7th Marines; and Company K, 3d Battalion, 9th Marines. Colonel Klimp was assigned as the commanding officer of the task force.

Task Force Mogadishu numbered about 2,000 Marines. It moved to the sports stadium in the northern part of the city, where criminal activity and fighting among factions were common, and soon began its operations. The main activity was patrolling, which helped Marines gather information from the local populace and provided the presence envisioned in Colonel Klimp’s original plan. Like a cop on a beat in the United States, this very presence helped reduce violence and reassured the majority of citizens of UNITAF’s benign intent. Another important task was reducing the number of weapons on the streets by raiding the infamous arms markets operating in the city.

The ramshackle appearance of the business locations belied the richness of types and amounts of arms available. Rocket propelled grenades and launchers and AK-47 assault rifles were the most frequently encountered weapons. Machine guns, mortars, missiles, and even
Decision Point: Develop a Security Plan for Mogadishu
Operation Restore Hope, Somalia – Case Study

rounds for a tank’s main gun were available. Arms of every major weapons-producing nation could be found there; American, Soviet, Czechoslovakian, British, French, and Chinese weaponry were available. The two large markets in the city, the Argentine and the Barkera, were soon targeted by Task Force Mogadishu. The truckloads of weapons confiscated in these sweeps were hauled away for destruction.

The first of these raids was against the Argentine Market on 8 January, followed by a raid on the Barkera Market on the 11th. Although more than 1,500 weapons were confiscated, it was no secret that many others had been removed from the markets before the arrival of the Marines. Both markets, and other identified arms caches, were the targets of subsequent raids.

The patrols, raids, and checkpoints did have an effect. As the I MEF command chronology for this period noted, MarFor’s increased presence drove weapons off the streets, transforming Mogadishu into a much safer city. However, there was still cause for concern and coalition soldiers could not afford to drop their guard. In late February, violent events in the Kismayo relief sector were reflected in Mogadishu.
# Operation Restore Hope, Somalia – Case Study

**Decision Point: Raid on Argentine and Barkera Markets**

<table>
<thead>
<tr>
<th>Contents</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overview</td>
<td>113</td>
</tr>
<tr>
<td>Protagonist</td>
<td>113</td>
</tr>
<tr>
<td>Learning Objectives</td>
<td>113</td>
</tr>
<tr>
<td>Scope and Purpose</td>
<td>113</td>
</tr>
<tr>
<td>Student Material</td>
<td>114</td>
</tr>
<tr>
<td>Introduction</td>
<td>114</td>
</tr>
<tr>
<td>Decision Point</td>
<td>114</td>
</tr>
<tr>
<td>Conclusion</td>
<td>114</td>
</tr>
<tr>
<td>Presentation Media</td>
<td>114</td>
</tr>
<tr>
<td>Facilitator Material</td>
<td>116</td>
</tr>
<tr>
<td>Discussion Questions</td>
<td>120</td>
</tr>
<tr>
<td>Learning Objectives Considerations</td>
<td>120</td>
</tr>
<tr>
<td>Preparation Material</td>
<td>123</td>
</tr>
<tr>
<td>Restoring Hope: In Somalia with the Unified Task Force, 1992-1993</td>
<td>123</td>
</tr>
<tr>
<td>First Hand Account – Raid on Barkera Market</td>
<td>125</td>
</tr>
<tr>
<td>Somalia Operations: Lessons Learned</td>
<td>126</td>
</tr>
</tbody>
</table>
**Decision Point:** Raid on Argentine and Barkera Markets  
Operation Restore Hope, Somalia – Case Study

**Overview**

**Protagonist:** Col Jack Klimp, Task Force Mogadishu Commander

**Learning Objectives:**

1) Conduct planning in a complex/hybrid environment; identify and consider key environmental variables that may impact operations.
2) Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.
3) Leverage available intelligence capabilities (higher, adjacent, supporting, supported (HASS); forward and reachback) support planning and targeting efforts.

**Scope and Purpose:** The students will be presented with background information that sets the conditions for the decision point. The intent is to place the students in the position of the protagonist and then provide key information that leads them up to the decision point. Once the decision point is presented, the students will provide their individual response to the decision point. The facilitator will guide discussion amongst the students in order to support the learning objectives for this decision point. Upon completion of the discussion, the facilitator will provide what actually occurred during the operation and the feedback provided from interviews on how current capabilities available could have been leveraged to address this decision point. In the discussion area, questions are provided for the facilitator to use and other questions may be added to these by the facilitator.
Introduction

The word market cannot convey a true image of what these bazaars were like. Set into crowded sections of the city, the shops were little more than huts of wood and corrugated metal inside a maze of twisting, unpaved streets and alleys.

The ramshackle appearance of the business locations belied the richness of types and amounts of arms available. Rocket propelled grenades and launchers and AK-47 assault rifles were the most frequently encountered weapons. Machine guns, mortars, missiles, and even rounds for a tank’s main gun were available. Arms of every major weapons-producing nation could be found there; American, Soviet, Czechoslovakian, British, French, and Chinese weaponry were available. The two largest markets in Mogadishu were the Argentine and the Barkera.

Barkera was known as the largest market of weapons in the continent. Gunfire is commonly heard, as shoppers fire weapons into the air to test them before purchase, hence giving the sub-gun market the nickname cirtoogte (sky shooter). Anti-aircraft guns and mortars are tested at a further distance from the market.

These two market are the primary source for the sale of weapons in Mogadishu. Although Barkera is the larger of the two, it must be pointed out that the Barkera market is controlled by Aideed and the Argentine market is controlled by Ali Mahdi.

Decision Point

On 5 Jan 93, Marines were engaged by members of Aideed’s clan, which resulted in an engagement of these two sites on 6 Jan 93. The availability of weapons within Mogadishu is an issue for the JTF. Although it is not in the mission of the JTF to conduct full scale disarmament, eliminating available weapons within Mogadishu will have a considerable impact on our ability to increase the security posture.

You are Col Klimp and have been tasked to develop a plan and lead efforts to address the sale and caches of weapons in Mogadishu as part of your security plan. What is your decision about addressing these two markets?

Conclusion

The first of these raids was against the Argentine Market on 8 January, followed by a raid on the Barkera Market on the 11th. PSYOPS units provided messaging in the area in the form of loudspeaker broadcasts on helicopters during the operation. 900 Marines were committed to each operation in order to provide the outer cordon security and search teams moving through the market. Although more than 1,500 weapons were confiscated, it was no secret that many
**Decision Point:** Raid on Argentine and Barkera Markets  
Operation Restore Hope, Somalia – Case Study

Others had been removed from the markets before the arrival of the Marines. Both markets, and other identified arms caches, were the targets of subsequent raids.

Due to the relationship of these markets to Aideed and Ali Mahdi, it was critical that the task force conducted a raid on both markets in order to continue to present the benevolent position of the task force. There was no favoritism being show to any clan in Somali. The mission was to provide security for humanitarian relief operations and stability for the following UN task force.

Additionally, due to the size of both of these markets and the 2,000 member task force, it was not feasible to raid both market simultaneously. Doing so would have meant that we would have needed to accept a tactical risk that was not necessary for our operations.
Decision Point: Raid on Argentine and Barkera Markets
Operation Restore Hope, Somalia – Case Study

Presentation Media

Raid on Argentine and Barkera Markets

Operation Restore Hope, Somalia
Dec 92 – May 93

Case Study Discussion
**Decision Point:** Raid on Argentine and Barkera Markets
Operation Restore Hope, Somalia – Case Study

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**Decision Point and Discussion**

**Protagonist:** Col Jack Klimp, TF Mogadishu Commander

**Task:** Develop a plan and lead efforts to address the sale and caches of weapons in Mogadishu as part of your security plan.

**Considerations:**

- Intent is for US forces to maintain a neutral position in regards to all clans in Somalia.
- Aideed controls Barkera Market
- Mahdi controls Argentine Market
- Patrols have some basic information about the markets from routine patrols conducted.
- Marines were engaged from cantonment areas on 5 Jan 93.

**What is your decision about addressing these two markets?**
Conclusion

- 8 Jan 93 – Marines raid the Argentine Market, which is controlled by Ali Mahdi
- 11 Jan 93 – Marines raid the Barkera Market, which is controlled by Aideed.
- PSYOPS units provided messaging in the area in the form of loudspeaker broadcasts on helicopters during the operation.
- 900 Marines were committed to each operation in order to provide the outer cordon security and search teams moving through the market.
- Although more than 1,500 weapons were confiscated, it was no secret that many others had been removed from the markets before the arrival of the Marines.
- Both markets, and other identified arms caches, were the targets of subsequent raids.
- Due to the size of both these markets and the 2,000 member task force, it was not feasible to raid both market simultaneously.

Conclusion

- Conducting a cordon and search of these two markets had a direct impact and effect on the threat networks accessibility to weapons in the environment.
- The raids did have an influencing effect on the environment in that they provided a demonstration that the task force possessed an ability to locate caches and the military might to eliminate known caches.
- Taking action against one and not the other would have sent an unintended message to not only the clans, but to the friendly and neutral networks as well.
- The markets also contained legitimate businesses that supported the population, this aspect must be considered as we conduct operations.
Decision Point: Raid on Argentine and Barkera Markets
Operation Restore Hope, Somalia – Case Study

Conclusion

- Employing ISR prior to and during the raids would have provided the commander with situational awareness in the AO.

- Employing a biometrics collection plan would have helped to further build out the biometrics database and had the potential to identify individuals associated with certain networks.

- Leveraging the COIC, CITP and LEP during planning would provide insight on the environment that may have not been available during the time of these operations.

- From our prior efforts, the potential exists to have key individuals identified within these markets. This information could be provided to Marines prior to executing the operation.
Decision Point: Raid on Argentine and Barkera Markets
Operation Restore Hope, Somalia – Case Study

Facilitator Material

Discussion Questions

What preparation of the environment have you decided to implement prior to the operation?
Do you attempt to raid both market simultaneously?
What effect on the environment (networks) does your operation present?
How are Marines directly to deal with non-weapon dealers?
What current capabilities would you employ? How?

Learning Objectives Considerations

The intent of this particular decision point is to exercise the learning objectives identified. The following are comments that a facilitator may want to consider as they prepare for delivering this material.

Conduct planning in a complex/hybrid environment; identify and consider key environmental variables that may impact operations.

Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.

The following discussion addresses the two learning objectives above:

Conducting a cordon and search of these two markets had a direct impact and effect on the threat networks accessibility to weapons in the environment. However, it in no means eliminated the availability of weapons, since there were numerous caches that were hidden and the task force had an understanding that many weapons had been moved outside of Mogadishu for future use by the clans. The raids did have an influencing effect on the environment in that they provided a demonstration that the task force possessed an ability to locate caches and the military might to eliminate known caches. Additionally, it demonstrated our will to expend resources in order to improve the security within the city. Another aspect of these operations was that each market was aligned with a different clan. Taking action against one and not the other would have sent an unintended message to not only the clans, but to the friendly and neutral networks as well. In order to maintain a position of neutrality, it was necessary that actions taken must have been equal against both clans.

The question could arise of why the task force did not conduct the raids simultaneously? From a position of having surprise on an operation, this appears to be viable on the surface. However, examining the use of IO to support our operations, the raids were not a secret. So, by messaging
the population, the task force negated the option of surprise for both of these raids. If we consider that the task force in Mogadishu was comprised of approximately 2,000 Marines and realize that when these raids were to be conducted, there would be additional requirements throughout the city for Marines to accomplish, the tactical risk required to conduct the raids of the two markets simultaneously would have been too much to accept. Therefore, each raid had to be planned individually and conducted separately to ensure that the assets necessary to support the task force was available, should something negative occur. Although, the task force used a measured application of non-lethal capabilities through messaging in order to minimize the potential for the need to apply lethal capabilities.

Finally, the markets also contained legitimate businesses that supported the population. The task force was focused on eliminating the weapons available in the market, but in doing so, the Marines needed to conduct themselves in a manner that did not have a negative impact on other non-threat individuals within the market. This poses a unique challenge in conducting these two operations.

*Leverage available intelligence capabilities (higher, adjacent, supporting, supported (HASS); forward and reachback) support planning and targeting efforts.*

Of the current capabilities that are available, all of them could have been leveraged to supporting the planning and execution of these two raids. Employing ISR prior to and during the raids would have provided the commander with situational awareness in the AO. The information collected by the HTT, could have been used to potentially identify areas of interest, which could then have been confirmed with information collected from sensors on aerial platforms. Employing a biometrics collection plan would have helped to further build out the biometrics database and had the potential to identify individuals associated with certain networks. The ability to conduct forensic exploitation could have been leveraged at each weapons cache, if Marines were trained on how to conduct sensitive site exploitation with the ability to preserve evidence collected.

Leveraging the COIC, CITP and LEP during planning would provide insight on the environment that may have not been available during the time of these operations. The ability to submit RFIs for specific questions about who is operating in the area and associations with the networks would have helped the task force to develop a plan that had some additional contingencies built in. If specific individuals would have been identified for the Marines to be on the lookout for, due to their involvement in previous events, guidance could have been provided for the Marines to potentially detain certain individuals. If the Marines were to have an opportunity to detain a key individual associated with a threat network, which had been involved in something significant, this is an opportunity that the task force would have wanted to capitalize upon. However, if the information is not developed and passed to Marines prior to the operations, they
**Decision Point:** Raid on Argentine and Barkera Markets
Operation Restore Hope, Somalia – Case Study

would have no idea if or when they came in contact with an individual of interest. Additionally, the task force commander would not have the opportunity to provide specific guidance on how the Marines would handle these types of individuals.
Decision Point: Raid on Argentine and Barkera Markets  
Operation Restore Hope, Somalia – Case Study

Preparation Material

The following are excerpts from readings that provide additional background information about the engagement from cantonment sites 2 and 8 in Mogadishu during Operation Restore Hope. This information will provide the facilitator with a baseline of information to help their ability to facilitate discussion. Since these are excerpts that have been compiled to support this decision point, more background information is available in the full publication provided with this case study.

Restoring Hope: In Somalia with the Unified Task Force, 1992-1993
Author: Colonel Dennis P. Mroczkowski, USMC (Retired), History Division, 2005

Mogadishu

By the end of December, the MarFor commander, Major General Wilhelm, recognized the city needed to be stabilized to carry out the overall security mission. He instructed Colonel Klimp to devise an aggressive plan that would put MarFor ahead of the factions in terms of knowing what was happening in the city and in prepared actions that may be necessary. Colonel Klimp came up with a four-phased plan in which each phase would “turn at the same time” as the others, like the gears in a clock, as opposed to being sequential. The first phase was for the collection of information; “information on the city; where are the different clans located, where are the gangs headquartered.” The next phase established MarFor presence by conducting foot patrols, manning checkpoints, and basically getting into the city and being seen by the people. The third phase was for direct action when necessary, such as when an important target like a weapons cache was identified. The fourth phase was for the evaluation of actions taken, assessment of new information, and formulating new tactics. Task Force Mogadishu was the instrument created to undertake this stabilization mission. It was formed at the beginning of January from the 3d Battalion, 11th Marines; 3d Amphibious Assault Battalion; 3d Light Armored Infantry Battalion; Company C, 1st Battalion, 7th Marines; and Company K, 3d Battalion, 9th Marines. Colonel Klimp was assigned as the commanding officer of the task force.

Task Force Mogadishu numbered about 2,000 Marines. It moved to the sports stadium in the northern part of the city, where criminal activity and fighting among factions were common, and soon began its operations. The main activity was patrolling, which helped Marines gather information from the local populace and provided the presence envisioned in Colonel Klimp’s original plan. Like a cop on a beat in the United States, this very presence helped reduce violence and reassured the majority of citizens of UNITAF’s benign intent. Another important task was reducing the number of weapons on the streets by raiding the infamous arms markets operating in the city.

The word market cannot convey a true image of what these bazaars were like. Set into crowded sections of the city, the shops were little more than huts of wood and corrugated metal inside a maze of twisting, unpaved streets and alleys.
The ramshackle appearance of the business locations belied the richness of types and amounts of arms available. Rocket propelled grenades and launchers and AK-47 assault rifles were the most frequently encountered weapons. Machine guns, mortars, missiles, and even rounds for a tank’s main gun were available. Arms of every major weapons-producing nation could be found there; American, Soviet, Czechoslovakian, British, French, and Chinese weaponry were available. The two large markets in the city, the Argentine and the Barkera, were soon targeted by Task Force Mogadishu. The truckloads of weapons confiscated in these sweeps were hauled away for destruction.

The first of these raids was against the Argentine Market on 8 January, followed by a raid on the Barkera Market on the 11th. Although more than 1,500 weapons were confiscated, it was no secret that many others had been removed from the markets before the arrival of the Marines. Both markets, and other identified arms caches, were the targets of subsequent raids.

The patrols, raids, and checkpoints did have an effect. As the I MEF command chronology for this period noted, MarFor’s increased presence drove weapons off the streets, transforming Mogadishu into a much safer city. However, there was still cause for concern and coalition soldiers could not afford to drop their guard. In late February, violent events in the Kismayo relief sector were reflected in Mogadishu.
The biggest operation I participated in was the raid on the Bakaara Arms Market (made famous by Blackhawk Down, so I have to preface this with "the first raid" on Bakaara Market). I can’t remember the date, but it was months before the US Army raid in October 1993. We went on a company re-enforced size raid to remove all the weapons in the area (from historical records of the mission in Somalia, I believe this was the raid on 11 Jan 1993 called Operation Nutcracker and consisted of over 900 troops, many more than I remembered).

We were fairly successful. However, like all military operations, this one did not go as planned. The plan was briefed in the Mogadishu Stadium (another US Compound). Sand tables and models were all prepared and everything looked so organized and set to go smoothly. And, for the most part, it did go smooth. The models and sand tables just didn’t play out like they were supposed to. The grunts were to move in and sweep north towards a blocking force at the northern end of the market. The ad-hoc HETs were to sweep behind, interrogate detainees leftuffed and stuffed in their wake, and exploit the arms caches as they were discovered. PSYOPS was tasked to fly overhead and proclaim…something.

The first "not as planned" event came down when the PSYOPS birds overhead were completely unintelligible. I had a vocabulary of about 200 words in Somali by this time. I couldn’t understand a word. When asked, neither could my native speaking interpreter. The raid began as planned, and fortunately, we survived first contact. The plan didn’t.

While the grunts went forward through the market, we were questioning all the detainees and other personnel in the area as well. We learned that the biggest and best arms caches were to the west, not north. So the twelve-man detachment of CI-IT guys started to follow the information west, while the grunts continued north. In the end, we all came out safe (although a few casualties suffered from slingshot launched rocks). Our twelve-man team filled seven 5-ton trucks with weapons. The entire infantry company filled five.
Decision Point: Raid on Argentine and Barkera Markets
Operation Restore Hope, Somalia – Case Study

Somalia Operations: Lessons Learned
Author: Kenneth Allard, CCRP Publication Series

Mission Execution

Lessons

• Mission execution is more difficult without trained and well-organized staffs, especially in the joint environment of peace operations.

• Forcible disarmament is the “bright line” of peace operations: when you cross it, you have entered a de facto state of war.

• Restraint is an acquired skill, but it is the *sine qua non* of peace operations.

    Ambassador Robert B. Oakley, President Bush’s Special Envoy to Somalia, pointed out that the application of force imposes special challenges for peacekeepers who wish to avoid becoming active belligerents. This challenge involves a mindset: that looks at the local populace as potential allies rather than likely enemies; that gives repeated warnings before the application of force against any hostile act; that limits the application of force to the minimum level required; and that constantly seeks to engage in a dialogue rather than being tricked into overreaction.
### Operation Restore Hope, Somalia – Case Study

**Decision Point:** *Develop a Plan to Engage Threat Networks at Cantonment Sites*

#### Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overview</td>
<td>128</td>
</tr>
<tr>
<td>Protagonist</td>
<td>128</td>
</tr>
<tr>
<td>Learning Objectives</td>
<td>128</td>
</tr>
<tr>
<td>Scope and Purpose</td>
<td>128</td>
</tr>
<tr>
<td>Student Material</td>
<td>129</td>
</tr>
<tr>
<td>Introduction</td>
<td>129</td>
</tr>
<tr>
<td>Decision Point</td>
<td>129</td>
</tr>
<tr>
<td>Conclusion</td>
<td>129</td>
</tr>
<tr>
<td>Presentation Media</td>
<td>132</td>
</tr>
<tr>
<td>Facilitator Material</td>
<td>135</td>
</tr>
<tr>
<td>Discussion Questions</td>
<td>135</td>
</tr>
<tr>
<td>Learning Objectives Considerations</td>
<td>135</td>
</tr>
<tr>
<td>Preparation Material</td>
<td>137</td>
</tr>
<tr>
<td>Restoring Hope: In Somalia with the Unified Task Force, 1992-1993</td>
<td>137</td>
</tr>
<tr>
<td>LtGen Jack Klimp, USMC, Retired, Interview – 1 April 2013</td>
<td>139</td>
</tr>
</tbody>
</table>
**Decision Point:** Develop a Plan to Engage Threat Networks at Cantonment Sites
Operation Restore Hope, Somalia – Case Study

**Overview**

**Protagonist:** Col Jack Klimp, Task Force Mogadishu Commander

**Learning Objectives:**

1) Conduct planning in a complex/hybrid environment; identify and consider key environmental variables that may impact operations.

2) Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.

3) Leverage available intelligence capabilities (higher, adjacent, supporting, supported (HASS); forward and reachback) support planning and targeting efforts.

**Scope and Purpose:** The students will be presented with background information that sets the conditions for the decision point. The intent is to place the students in the position of the protagonist and then provide key information that leads them up to the decision point. Once the decision point is presented, the students will provide their individual response to the decision point. The facilitator will guide discussion amongst the students in order to support the learning objectives for this decision point. Upon completion of the discussion, the facilitator will provide what actually occurred during the operation and the feedback provided from interviews on how current capabilities available could have been leveraged to address this decision point. In the discussion area, questions are provided for the facilitator to use and other questions may be added to these by the facilitator.
Decision Point: Develop a Plan to Engage Threat Networks at Cantonment Sites
Operation Restore Hope, Somalia – Case Study

Student Material

Introduction

A more serious and direct threat to UNITAF personnel and mission accomplishment came two weeks later. On 6 January 1993, a convoy moving through Mogadishu was fired on from site Number 2 and site Number 8 belonging to General Mohamed Farah Hassan Aideed’s faction. Major General Wilhelm, the MarFor Commander, knew he had to take strong and immediate action against such an egregious and violent threat.

The actions by Aideed’s men constituted a direct violation of the ceasefire agreement that was established. BGzn Zinni and Ambassador Oakley met with Aideed and Ali Mahdi on a daily basis to discuss issues within Mogadishu. There was no confusion about the terms of the ceasefire with either clan in Mogadishu and these actions had to be dealt with immediately in order to send a message that UNITAF would enforce the current ceasefire agreement. Col Jack Klimp was ordered to plan and lead the operations.

Decision Point

You are Col Klimp and have been tasked to develop a plan and lead efforts to deal with the violation of the ceasefire agreement from the two cantonment sites. What is your plan? What are the objectives of your plan? What current capabilities available would you employ and why?

Conclusion

The plan was simple but effective, and by using all the types of firepower available, it was also a dramatic demonstration of UNITAF power.

Company K, 3d Battalion, 9th Marines, and Company C, 1st Battalion, 7th Marines, would surround the two weapons storage sites.

Light armored vehicles from the 3d Light Armored Infantry Battalion were to screen the area, and snipers would be positioned to overlook the target areas.

A reserve force was formed from a company of the 15th Marine Expeditionary Unit (Special Operations Capable) (MEU (SOC)) and positioned at the embassy compound.

The two rifle companies (Team Alpha and Team Bravo) were strengthened by the attachment of M1A1 Abrams tanks and amphibious assault vehicles, as well as high mobility multipurpose wheeled vehicles (humvees) mounting tube-launched, optically tracked, wire-guided (TOW) missiles and heavy machine guns.

Team Alpha, Company K, also had four light armored vehicles. Seven helicopters were assigned to the operation, three AH-1Ws with Hell Fire missiles and four UH-1Ns with 20mm guns.
**Decision Point:** Develop a Plan to Engage Threat Networks at Cantonment Sites  
Operation Restore Hope, Somalia – Case Study

**Actions on the Objective**

At about 1600 hours, a patrol was returning from the site of the Somali Army Artillery School, where they had destroyed stockpiled ammunition and demilitarized artillery pieces. The road they were returning on went between two storage sites owned by Aideed. While traveling back, Somalis from these sites engaged the patrol, who returned fire to break contact and got out of the kill zone. No Marines were injured in the engagement, but were told later that they had killed a few of Aideed’s men. The assumption was that the Somalis were fired up after using khat and wanted to test the Marines. Gen Wilhelm held a daily staff meeting at 1800 hours and Col Klimp briefed him on what had occurred. Gen Wilhelm ordered Col Klimp to take down both sites the next day. Planning for the mission began immediately.

At 2200, Colonel Michael W. Hagee of the UNITAF staff met with Brigadier General Ali Mohamed Kedeye Elmi, one of Aideed’s chief subordinates. Colonel Hagee informed General Elmi that because of the recent violations, the authorized weapons storage sites were invalidated and were surrounded by UNITAF troops. The Marines would enter the compounds at dawn of the next day, 7 January, and confiscate all the equipment and weapons located there.

The plan was to surround the site on three sides and do what Oakley had been successful doing previously with key leader engagements. By 2300, the two storage sites were surrounded and kept under surveillance throughout the night. Col Klimp knew there were tanks in one of the compounds, so he bluffed and positioned a HMMWV mounted TOW system and some tanks near that compound, but they did not have ammunition for either. The Somalis started to come out of that compound and when they saw the TOW and tanks, they turned around and went right back in.

Psychological operations teams from the U.S. Army’s Company B, 9th Psychological Operations Battalion, were attached to each of the rifle companies. The helicopters with speakers were supposed to be on station, but they started to see the Somalis getting up and moving around and Col Klimp decided that they could no longer wait for the helicopters. At 0553, they began to broadcast warnings from HMMWV mounted speakers, to the Somali fighters that they were surrounded, and that if they came out with their hands up, they would not be hurt. At about the same time, the helicopters appeared in the sky.

The Somalis in weapons storage site Number 8 surrendered. But those in the other site, Number 2, chose to resist. A young sniper reported that one of the tanks in the compound was manned and three Somalis were also preparing to fire a heavy antiaircraft machine gun. The commanding officer of the task force, Colonel Jack W. Klimp ordered a sniper to shoot the crew of the machine gun. The sniper did so, and also fired a round against the barrel of the weapon, rendering it unserviceable. This opened the engagement, which was short, sharp, and one-sided. Initially, the Marines came under a heavy volume of fire from recoilless rifles, machine guns, and small arms, but this was quickly suppressed. At 0615, the helicopters were cleared to fire their rockets against targets in the compound. They continued to fire for about 30 minutes, interrupting their fire only once for another psychological operations broadcast. At 0647, the tanks entered the compound, followed 14 minutes later by the Marines of Company K.
Resistance ended except some sporadic sniping at the aircraft. The riflemen cleared the buildings that had not been destroyed by the helicopters. Major General Charles E. Wilhelm declared the area secured at 0926, by which time additional trucks were enroute to help carry off the confiscated weapons. In addition to numerous small arms and ammunition, there were 4 M47 tanks, 9 howitzers of various calibers, 13 armored personnel carriers, 3 antiaircraft guns, 11 mortars, and 1 recoilless rifle. All was accomplished at the cost of only one casualty, a corporal wounded by an accidental discharge.

The action was a blow to General Aideed’s prestige and pride. At a staff meeting later that day, General Johnston mentioned that Aideed “was embarrassed by his lack of control [over his soldiers] and regrets what happened.”
Decision Point: Develop a Plan to Engage Threat Networks at Cantonment Sites
Operation Restore Hope, Somalia – Case Study

Presentation Media
Decision Point: Develop a Plan to Engage Threat Networks at Cantonment Sites
Operation Restore Hope, Somalia – Case Study

Decision Point and Discussion

Protagonist: Col Jack Klimp, TF Mogadishu Commander

Task: Develop a plan and lead efforts to deal with the violation of the ceasefire agreement from the two cantonment sites.

What is your plan?

What are the objectives of your plan?

What current capabilities available would you employ and why?

Conclusion

- 6 Jan 93, 1600 hours – Patrol is engaged by Aideed clan members while they are returning from amissian at the artillery school.
- 6 Jan 93, 1800 hours – Gen Wihelm is briefed and order Col Klimp to take down the site in the morning.
- Plan is to surround the site on three sides, bluffing by positioning tanks and mounted TOW systems near site containing tanks. Marines did not have ammo for the tanks or the TOW.
- Use non-lethal capabilities to message the clan members from helicopters.
- 6 Jan 93, 2200 hours – Ali Mahdi and a Aideed subordinate are notified of the violations and the Marines will enter the compounds the next day.
- Aideed is out of country attending the Adi Abbas Conferences.
- 6 Jan 93, 2300 hours – Sites are surrounded.
**Decision Point:** Develop a Plan to Engage Threat Networks at Cantonment Sites

**Operation Restore Hope, Somalia – Case Study**

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### Conclusion

- 7 Jan 93, 0500 hours – The helicopters did not show on time. Aideed's men are up and moving in the compound.

- 7 Jan 93, 0558 hours – Messaging begins from ground PSYOPS teams with speakers on HMMWVs. Message: “You are surrounded, put down your weapons and come out with your hands up, you will not be hurt.”

- 7 Jan 93, 0600 hours – Helicopters arrive on station. Clan members begin to load anti-aircraft weapon system and are engaged by sniper.

- 7 Jan 93, 0615 hours – Helicopters are cleared to fire their rockets. This continues for 30 minutes, interrupted once for another PSYOP message.

- 7 Jan 93, 0647 hours – Marines enter the compound.

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### Conclusion

- 7 Jan 93, 0926 hours – Area declared secured.

- Equipment secured: 4 x M47 Tanks, 9 x howitzers, 13 x Armored Personnel Carriers, 3 x Anti-aircraft Guns, 11 x Mortars and 1 x Recoilless Rifle

- 1 x USMC casualty from an accidental discharge

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"The sniper, a young sergeant, tells me that they are moving a flatbed truck out of a building with an anti-aircraft 4-barreled machine gun mounted on the back. Our ROE was explicit that we were not to engage unless we were engaged first, so I told him to continue to watch. So then he tells me that they are loading the weapon system on the truck. They tell me they are pointing it at one of the helicopters. So, I told him to fire. So I hear him fire 4 times, since he is behind me and he has a .50 cal Barrett and he comes back on the net and tells me that he has killed all 3 members of the crew and put the last round through the feed tray of the weapon system. Now, this is almost a half a mile away and I know our snipers are good, but that sounded too good to be true." – LtGen. Jack Klimp, USMC, Retired, 1 April 2013

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134
Decision Point: Develop a Plan to Engage Threat Networks at Cantonment Sites
Operation Restore Hope, Somalia – Case Study

Facilitator Material

Discussion Questions

Do you apply only lethal actions in your plan?
What type of non-lethal measures would you employ in your plan?
Does your plan intend to influence other threat networks?
What are your considerations with neutral networks in Mogadishu and the effect on them due to how you execute your plan?
What current capabilities available would you leverage to support your operation?
What effect will your plan have on the environment? Will it make it more complex?

Learning Objectives Considerations

The intent of this particular decision point is to exercise the learning objectives identified. The following are comments that a facilitator may want to consider as they prepare for delivering this material.

*Conduct planning in a complex/hybrid environment; identify and consider key environmental variables that may impact operations.*

*Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.*

The following discussion addresses the two learning objective above:

This decision point highlights a challenging decision to conduct operations in a very complex environment. The task force was beginning to gain a better understanding of the environment and the networks, since they had been present within the city. The culture that existed was one that BGene Zinni points out in the readings that Somali males tend to want to test someone’s manhood and this may have been what had been occurring in this situation. Regardless of the intent, the fact remains that the ceasefire agreement was broken. UNITAF forces were engaged and members of this network were willing to engage.

The plan that was developed and implemented, applied a measure of both lethal and non-lethal actions. The use of PSYOP assets to encourage surrender in an attempt to engage the individuals in the cantonment areas was a good use of non-lethal actions. An additional benefit to doing this is that it also engaged the neutral networks and demonstrated that we were willing to use force as a last resort. It provided the individuals with a peaceful solution, but that would be one at their own choosing.
**Decision Point:** Develop a Plan to Engage Threat Networks at Cantonment Sites
Operation Restore Hope, Somalia – Case Study

Upon receiving the response from cantonment site 2, the plan to use overwhelming force to end the situation was successful. There were multiple effects on the various networks within the environment by applying this amount of force. The first is that the threat network was influenced in the future about engaging UNITAF forces. The message was clear that the task force would bring everything necessary to address actions like these in the future. The second was the effect on the neutral network. This demonstration of force and the ability for the task force to exert its will in enforcing the ceasefire agreement, produced an additional level of credibility. That credibility is necessary in order to continue to influence the neutral network to support our operations.

*Leverage available intelligence capabilities (higher, adjacent, supporting, supported (HASS); forward and reachback) support planning and targeting efforts.*

For this particular decision point, leveraging ISR capabilities would have provided the task force with a significant advantage. The commander would have been able to have a greater situational awareness with the availability of FMV assets. Biometric collection platforms could have also been employed as part of this operation for identifying individuals associated with these two sites. Additionally, the sites could have also been exploited for information that could support the further identification of individuals associated with networks in the area.

The students should discuss how they may be able to gain an understanding of the individuals in these two sites through available intelligence capabilities. This information would support options for engaging leadership of the groups within the two sites to resolve the issues without the use of force. The JTF leadership at the time did do this by addressing Aideed’s lieutenant, who was in Mogadishu at the time. Although this did occur, individuals in one of the sites made the decision to engage the Marines the following morning.
Decision Point: Develop a Plan to Engage Threat Networks at Cantonment Sites
Operation Restore Hope, Somalia – Case Study

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Author: Colonel Dennis P. Mroczkowski, USMC (Retired), History Division, 2005

A more serious and direct threat to UNITAF personnel and mission accomplishment came two weeks later. On 6 January 1993, a convoy moving through Mogadishu was fired on from two of the authorized weapons storage sites belonging to General Mohamed Farah Hassan Aideed’s faction. Lieutenant General Robert B. Johnston knew he had to take strong and immediate action against such an egregious and violent threat.

Throughout the remainder of that day, a plan was developed by Marine Forces Somalia (MarFor) and coordinated with the UNITAF staff.

The plan was simple but effective, and by using all the types of firepower available, it was also a dramatic demonstration of UNITAF power. Company K, 3d Battalion, 9th Marines, and Company C, 1st Battalion, 7th Marines, would surround the two weapons storage sites. Light armored vehicles from the 3d Light Armored Infantry Battalion were to screen the area, and snipers would be positioned to overlook the target areas. A reserve force was formed from a company of the 15th Marine Expeditionary Unit (Special Operations Capable) (MEU (SOC)) and positioned at the embassy compound. The two rifle companies (Team Alpha and Team Bravo) were strengthened by the attachment of M1A1 Abrams tanks and amphibious assault vehicles, as well as high mobility multipurpose wheeled vehicles (humvees) mounting tube-launched, optically tracked, wire-guided (TOW) missiles and heavy machine guns. Team Alpha, Company K, also had four light armored vehicles. Seven helicopters were assigned to the operation, three AH-1Ws with Hell Fire missiles and four UH-1Ns with 20mm guns.

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The action was a blow to General Aideed’s prestige and pride. At a staff meeting later that day, General Johnston mentioned that Aideed “was embarrassed by his lack of control [over his soldiers] and regrets what happened.”

The commanding general also told his staff that “[we] told Aideed we view his initiating clan fighting to be destabilizing. ... [We] want all to know how we regard what they do. ... We communicated with the faction involved. They accept responsibility and we don’t expect to see it again.” More importantly, UNITAF had demonstrated to all factions that “our reach is long.”

This strong action did reduce the more blatant attacks against UNITAF forces by factional forces, although the sniping continued at about the same levels. The spot reports received every day at the headquarters contained the tally of such incidents. Generally, these were just random shots into compounds, most likely fired by individuals who were seeking to prove something. As Brigadier General Anthony C. Zinni said: “I think it’s in the Somali nature to test you. I think it’s part of the warrior ethic; maybe it’s part of the proof of manhood and bravery, and of course for two years around here the rule of the gun had gone about unchallenged. I think that the [reduction of the cantonment] sent a strong message and showed them that we weren’t to be messed with and I think that test worked well in our favor.”

The streets remained dangerous, however, precisely because the threat was random. Marines or soldiers on patrol or at checkpoints could never be certain when they would walk into a factional firefight, come upon a violent criminal act, or just be a ready target for someone’s need to assert his authority or manhood.
I had been to Mogadishu before as part of the CENTCOM staff and set up exercises. They had built a command post for the Somali Army and we conducted a communication exercise for C2 for their brigades. He knew the command post existed and used to be at their artillery school. So, I sent a patrol out there to find the site and eliminate ammunition and weapons. The patrol found the weapons and ammunition. I sent some engineers out to blow up the ammo and det cord the breaches.

When we first went in early on, we told Aideed and Ali Mahdi if they put their weapons into the MWSS (Major Weapon Storage Sites), we would not screw with them and we would not let anyone else screw with them either. Both of the MWSS were located out on the ring road that they call October 11 road, I think, or something like that. The road out to the artillery school went between these two MWSS, which were both owned by Aideed.

As the guys came back from the artillery school and had finished their mission, and Aideed wasn’t even in country at this point since he was attending the Abbas meetings. It was about 4:00 PM and all we could figure out was that these guys must have been fired up on the khat stuff and they just wanted to show who the toughest Indians in the neighborhood were and they engaged our guys coming back. The drivers of the trucks did exactly what they were supposed to do and got out of the kill zone and fortunately, none of our guys were hurt.

We were told later that when the Marines returned fire to break contact with the ambush that they had killed several of Aideed’s folks. This all happened at about 4 or 5 in the afternoon. Gen Wilhelm had a daily staff meeting at 6 each day, so I go in there and brief him on this and am told to take the sites down the next day. So I told Capt Mike Campbell, the armor company commander to start planning and I headed back to the stadium. So we took off out of there at zero dark thirty the next morning and the plan was to surround one of the MWSS from three different sides. Then in the morning, we would do what Oakley had done very successfully and have helicopters fly over and use their speakers to tell them that they were surrounded and if they put down their weapons, there would be no action. The helicopters did not show up on time. So now, Aideed’s people are up and moving around in the compound, so I felt that we had to move. So, we had HMMWVs and tanks, with speakers and Somali linguists. So we begin telling them what the helicopters with the speakers would have done. As we were doing this, the helicopters showed up. I had a sniper team on a building behind me and they could look down into the compound.

The sniper, a young sergeant, tells me that they are moving a flatbed truck out of a building with an anti-aircraft 4-barreled machine gun mounted on the back. Our ROE was explicit that we
were not to engage unless we were engaged first, so I told him to continue to watch. So then he
tells me that they are loading the weapon system on the truck. They he tells me they are pointing
it at one of the helicopters. So, I told him to fire. So I hear him fire 4 times, since he is behind
me and he has a .50 cal Barrett and he comes back on the net and tells me that he has killed all 3
members of the crew and put the last round through the feedtray of the weapon system. Now,
this is almost a half a mile away and I know our snipers are good, but that sounded too good to
be true. All along on the other site we were bluffing. We did not know for sure what was in the
one that we were taking down, but we knew there were tanks in the other one. So I had a
HMMWV mounted TOW system and some tanks to stage outside of that other one. Now, we
did not have any ammunition for the TOW or our tanks, but we knew that they did. So, they
decide to come out of the compound, they see the TOW and go right back in. Then all hell
breaks loose.

People are shooting everywhere and we finally drive them out of the compound. So I go over to
the truck and there is blood everywhere and parts and I get up on the truck and sure enough,
there is a hole right through the feedtray on this weapon system. I found that young man and
told him that I was very happy that he was on our side. Then I think because of that engagement,
we went over and engaged Ali Mahdi too to keep things balanced. But Ali Mahdi was in the
Italian sector, so I am not sure if that happened or not.
## Operation Restore Hope, Somalia – Case Study

### Decision Point: Secure Baidoa and Establish the Humanitarian Relief Sector (HRS)

### Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overview</td>
<td>142</td>
</tr>
<tr>
<td>Protagonist</td>
<td>142</td>
</tr>
<tr>
<td>Learning Objectives</td>
<td>142</td>
</tr>
<tr>
<td>Scope and Purpose</td>
<td>142</td>
</tr>
<tr>
<td>Student Material</td>
<td>143</td>
</tr>
<tr>
<td>Introduction</td>
<td>143</td>
</tr>
<tr>
<td>Decision Point</td>
<td>143</td>
</tr>
<tr>
<td>Conclusion</td>
<td>143</td>
</tr>
<tr>
<td>Presentation Media</td>
<td>145</td>
</tr>
<tr>
<td>Facilitator Material</td>
<td>148</td>
</tr>
<tr>
<td>Discussion Questions</td>
<td>148</td>
</tr>
<tr>
<td>Learning Objectives Considerations</td>
<td>148</td>
</tr>
<tr>
<td>Preparation Material</td>
<td>151</td>
</tr>
<tr>
<td>Somalia and Operation Restore Hope: Reflections on Peacemaking and Peacekeeping...</td>
<td>151</td>
</tr>
<tr>
<td>Restoring Hope: In Somalia with the Unified Task Force, 1992-1993</td>
<td>153</td>
</tr>
</tbody>
</table>
Overview

Protagonist: Col Greg Newbold, 15th MEU Commander

Learning Objectives:

1) Develop a plan to establish relationships and coordinate existing capabilities, organizations (JIIM), and cultural awareness in order to support the commander’s CONOP.
2) Conduct planning in a complex/hybrid environment; identify and consider key environmental variables that may impact operations.
3) Correlate cultural, societal, and political factors and their effects on friendly, neutral and threat networks.
4) Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.
5) Leverage available intelligence capabilities (higher, adjacent, supporting, supported (HASS); forward and reachback) support planning and targeting efforts.

Scope and Purpose: The students will be presented with background information that sets the conditions for the decision point. The intent is to place the students in the position of the protagonist and then provide key information that leads them up to the decision point. Once the decision point is presented, the students will provide their individual response to the decision point. The facilitator will guide discussion amongst the students in order to support the learning objectives for this decision point. Upon completion of the discussion, the facilitator will provide what actually occurred during the operation and the feedback provided from interviews on how current capabilities available could have been leveraged to address this decision point. In the discussion area, questions are provided for the facilitator to use and other questions may be added to these by the facilitator.
Introduction

On 10 Dec 92 and the initial objectives of securing the ports in Mogadishu were successfully accomplished. Marines have secured Bale Dogle on 13 Dec 92 and transferred authority over to Army units on 15 Dec 92. The next objective is to secure Baidoa, which has been referred to as “The City of Death”. This reference is due to vast numbers of deaths attributed to starvation and fighting in the area.

Baidoa has been identified as the center of a HRS and Col Newbold has been given the task to develop a plan to occupy and secure Baidoa. All current capabilities are available in order to plan and prepare for this operation. There are a number of NGOs already operating within Baidoa, but security has been an issue in the past, much like what has been facing NGOs in other parts of Somalia. Ambassador Oakley and his staff are available to provide supporting efforts.

The CMOC has been established in Mogadishu and is co-located with the HOC at the UNOSOM HQ. Daily briefings are occurring and information is readily passed between the military and NGOs supporting the humanitarian relief efforts.

Decision Point

You are Col Newbold and are faced with the task of planning and executing an operation that will secure Baidoa and establish the conditions to allow NGOs to provide much needed humanitarian relief in the area. You must develop a plan in order to successfully execute this mission within the complex environment, leveraging all available assets and capabilities, with the goal of minimizing casualties. What is your plan to accomplish this mission? What current capabilities would you leverage to develop your plan? How do you integrate non-organic assets in order to support your operation? What networks exist in Baidoa and how do you engage them?

Conclusion

There were more lawless elements present in the Baidoa sector and, accordingly, more violent incidents. Also, the political situation was more complicated, which required a unique engagement strategy with the networks in Baidoa in order to begin establishing security in support of humanitarian relief efforts. The plan would begin with the key leader engagement by Ambassador Oakley, followed by the arrival of the Marines.

On 15 Dec 92, Oakley flew to Baidoa, the center of the famine belt, to meet with community leaders. (Clan elders, religious figures, women and local political leaders) His objectives were to: 1) Defuse potential resistance to the Marine helicopter landing the next day. 2) Lay the
groundwork for the revival of local political institutions.

On 16 Dec 92, Marines arrive at Baidoa. The Marines who first occupied the sector were very aggressive patrolling, conducting raids, and making searches where threats were assessed. At night, helicopters were used to extend the presence of the coalition forces into outlying areas and to frighten off bandits. Even at this early period, Colonel Gregory S. Newbold, as the commander of the 15th MEU, the Marines who initially occupied the town, recognized the difficulty, if not impossibility, of creating a secure environment in the relief sector if the bandits were allowed to carry their arms openly. He, therefore, told the local leaders his forces would seize any weapons seen on the streets of Baidoa.

While the aggressive actions of the Marines quickly decreased hostile acts against the coalition, the policy of no weapons openly carried had equally good results. As the power of the bandits declined, the local elders could reassert their authority. They did so within the first few days of the Marines’ arrival. Several Somalis approached the Marines and requested assistance in establishing a security council.

Under the direction of Colonel Werner Hellmer, the local civil-military operations team provided the secure and neutral venue needed to establish such a council. Relying heavily on humanitarian relief organizations, the team sought out the legitimate local leaders and elders.

At the same time, Colonel Hellmer and his small staff recognized the importance of including representatives of all major groups and clans. It was vital to the Marine mission and its image of neutrality that no one who should be a member would inadvertently be left out. Representatives from the State Department and United Nations Operation Somalia (UNOSOM) were also in attendance at the beginning of this new security council. As throughout the area of operations, the idea was that the Somalis would take care of their own internal governance. Under the protection of the Marine policies of “no openly carried weapons, no crew-served weapons, and no technicals with gun mounts,” the weakening of the bandits, and the strengthening of the elders, conditions in Baidoa soon began to improve.

The Baidoa experience became a model for UNITAF deployments in the other 7 HRSs.
Presentation Media

Secure Baidoa and Establish the Humanitarian Relief Sector (HRS)

Operation Restore Hope, Somalia
Dec 92 – May 93
Case Study Discussion
Decision Point and Discussion

Protagonist: Col Gregory S. Newbold, 15th MEU Commander

Task: Plan and execute an operation that will secure Baidoa that establishes conditions that allow NGOs to provide humanitarian relief in the area. Leverage all available assets and capabilities in order to minimize casualties within this complex environment.

What is your plan to accomplish this mission?

What current capabilities would you leverage to develop your plan?

How do you integrate non-organic assets in order to support your operation?

What networks exist in Baidoa and how do you engage them?

Conclusion

- There were more lawless elements present in the Baidoa sector and, accordingly, more violent incidents.

- The political situation was more complicated, which required a unique engagement strategy with the networks in Baidoa in order to begin establishing security in support of humanitarian relief efforts.

- The plan would begin with the key leader engagement by Ambassador Oakley, followed by the arrival of the Marines.

- 15 Dec 92 – Ambassador Oakley flew to Baidoa, the center of the famine belt, to meet with community leaders.

- 16 Dec 92 – Marines arrive at Baidoa. The Marines who first occupied the sector were very aggressive patrolling, conducting raids, and making searches where threats were assessed.
Conclusion

• The Marines who initially occupied the town, recognized the difficulty, if not impossibility, of creating a secure environment in the relief sector if the bandits were allowed to carry their arms openly.

• Col Newbold told the local leaders his forces would seize any weapons seen on the streets of Baidoa.

• While the aggressive actions of the Marines quickly decreased hostile acts against the coalition, the policy of no weapons openly carried had equally good results.

• As the power of the bandits declined, the local elders could reassert their authority.

• Several Somalis approached the Marines and requested assistance in establishing a security council.

Conclusion

• Under the direction of Colonel Werner Hellmer, the local civil-military operations team provided the secure and neutral venue needed to establish such a council.

• Relying heavily on humanitarian relief organizations, the team sought out the legitimate local leaders and elders.

• Recognized the importance of including representatives of all major groups and clans.

• Vital to the Marine mission and its image of neutrality that no one who should be a member would inadvertently be left out.

• Under the protection of the Marine policies of “no openly carried weapons, no crew-served weapons, and no technicals with gun mounts,” the weakening of the bandits, and the strengthening of the elders, conditions in Baidoa soon began to improve.
Facilitator Material

Discussion Questions

How do you coordinate with NGOs operating in the area?
Will you plan to engage using non-lethal methods from an outside agency?
What conditions exist within the environment that you will consider in your plan?
What networks exist within the Baidoa area?
Of these networks, who will you engage and how do you plan to engage them?
What is your desire effect from engaging selected networks?
Of the current capabilities that are available, what would you use?
What is the purpose or intent of leveraging selected current capabilities?

Learning Objectives Considerations

The intent of this particular decision point is to exercise the learning objectives identified. The following are comments that a facilitator may want to consider as they prepare for delivering this material.

*Develop a plan to establish relationships and coordinate existing capabilities, organizations (JIIM), and cultural awareness in order to support the commander’s CONOP.*

With the validation of success of KLEs by Ambassador Oakley, UNITAF continued to leverage his skills to prepare and set conditions for every operation during Restore Hope. Oakley initially engaged clan leaders on 7 & 8 Dec 92 in Mogadishu, prior to the landing on 9 Dec 92. He was able to successfully influence the clan leaders to withdraw their members from key areas in Mogadishu, which resulted in a landing that experienced no direct engagements with clan members. The validation of this method led to using this technique throughout the operation as Marines occupied new areas in the country. Additionally, Oakley’s primary mission was to act as a liaison with NGOs supporting humanitarian operations. Including him in the planning process, allowed for communication and coordination to occur with NGOs in the area. Additionally, with the establishment of the CMOC, co-located with the HOC in Mogadishu, a condition was set where military and civilian operations could be coordinated on a daily basis. The ability to have a functional CMOC and professionals manning that center provides commanders an avenue to coordinate with NGOs and other organizations as we conduct operations.

*Conduct planning in a complex/hybrid environment; identify and consider key environmental variables that may impact operations.*
Identify, engage and operate in order to influence or deter networks (friendly, neutral and threat) present within a complex environment through the suitable application of lethal and non-lethal capabilities.

Correlate cultural, societal, and political factors and their effects on friendly, neutral and threat networks.

The conditions within the complex environment faced in Baidoa were significant. There were identified leaders in place that were established by Aideed at gunpoint and the population had been at the mercy of the clans and their fighting for a substantial amount of time. The high levels of deaths occurring in Baidoa as a result of the famine and fighting with the clans was very significant. NGOs that had been supporting within the area were intimidated to a point that they could no longer conduct operations. Within the environment, neutral and potentially friendly networks did exist. However, due to the clan control in the area, key members of these networks were not readily available, due to personal security issues. Col Newbold’s plan was to gain that initial security by banning any weapons on the streets of Baidoa. Non-lethal engagements, with an aggressive IO campaign and the KLEs conducted by Oakley prior to their arrival, set the conditions that resulted in minimal lethal engagements.

The initial success of banning weapons and providing a robust security posture within Baidoa ultimately influenced all of the networks within the environment. First, the potential threat networks were dealt with immediately and due to overwhelming demonstration of force, their actions were deterred. However, the threat was not eliminated, since the networks did still exist and they possessed a capability to engage if they chose to use this. Second, by establishing better security conditions, members of the neutral and friendly networks were influenced to engage the Marines. An example of this is the immediate contact by local leaders with Col Newbold and the Marines, in which they requested to begin having meetings in order to provide some much need stability within Baidoa. This was successful and daily town hall meetings occurred with a high level of participation, since the members of these networks felt that the environment was secure enough for them to participate.

Within this decision point, due to the complexity of the environment and the network involvements, all three learning objectives are closely tied together. The culture and political aspects, combined with the various networks, comprise this complex environment. Gaining an understanding of as many of these aspects as possible was a key to developing an engagement strategy. Col Newbold did not have the advantage that we have with this case, since much of this information was not available during his planning and key pieces of information were revealed as he conducted his operations. This was a challenge for UNITAF throughout their
operations and will continue to be a challenge for Marines in future operations. A key take away is that we must continue to improve our situational awareness of the environment and then adjust our plans accordingly in order to maximize our potential success.

Leverage available intelligence capabilities (higher, adjacent, supporting, supported (HASS); forward and reachback) support planning and targeting efforts.

Capabilities that exist today would have been able to provide an operational and tactical advantage to the MEU. Our ability to employ ISR assets and gain intelligence now, is something that was not easily accessible during Restore Hope. Col Egan, who was monitoring the operation at the time for UNITAF explained that the only method available to gain imagery of any areas was through the use of EA-3 aircraft assigned to the Navy. UNITAF requested a fly over of Baidoa to collect this imagery, but the photographs could only be developed on the ship. Without a robust communication network, like we have today, the developed pictures had to be delivered to the UNITAF HQ. The plan to get the imagery to UNITAF was to put the pictures in an empty flare canister, have the EA-3 fly low over the compound and then release the canister in order to retrieve the imagery. Our ability to deploy UAVs with various sensors, to include FMV, is something that would have enhanced the MEU’s capability.

With current information available in Somalia, COIC analysts could leverage available databases and prepare products that would support the force in gaining an understanding of the environment. Additionally, the potential exists to employ biometrics collection platforms and to conduct forensic exploitation when on the ground to also gain visibility of individuals associated with potential threat networks. Integrating and planning for these assets would be required and the amount that would be available would need to be determined. However, these current capabilities would provide a commander with an opportunity to gain a better understanding of networks operating within Baidoa. Again, this is something that was not available during the time of the operation.
Preparation Material

The following are excerpts from readings that provide additional background information about the establishment of the HRS a Baidoa during Operation Restore Hope. This information will provide the facilitator with a baseline of information to help their ability to facilitate discussion. Since these are excerpts that have been compiled to support this decision point, more background information is available in the full publication provided with this case study.

Somalia and Operation Restore Hope: Reflections on Peacemaking and Peacekeeping
Authors: John L. Hirsch and Robert B. Oakley, United Institute of Peace Press, 1995

Extending UNITAF’s Reach

On December 15, Oakley, along with USLO and OFDA staff, flew to Baidoa, the center of the famine belt, to meet with community leaders – including clan elders, religious figures, women, and local political leaders. The objective was twofold: to defuse potential resistance to the Marine helicopter landing the next day and to lay the groundwork for the revival of local political institutions. Oakley assured the people of Baidoa that the Marines were coming in peace to help Somalia save itself, not to impose any particular settlement. He reiterated U.S. respect for Islam and its intention to honor local values and traditions. In response to fears expressed by the senior sheikh, a meeting was arranged with a Muslim Marine after U.S. forces arrived; a few days later, the Catholic Relief Service was helping the sheikh repair damaged mosques. UNITAF also helped restore a more normal life by banning the technicals and confiscating arms caches belonging to bandits in the area. To indicate trust and as a bona fide of UNITAF’s good faith Oakley dismissed the heavily armed guards who had accompanied him into Baidoa and returned to the airport without any apparent protection. It was time for Baidoa's traditional community leaders, who had long been suppressed, to take charge again.

Looking hard at the putative local "authorities" -representatives of Aideed's SNA who had been installed as governor, deputy governor and police chief at gunpoint-Oakley stated that leadership would no longer their own local traditions. He observed that Siad Barre had imposed his will and his representatives by force, which had caused the people to rise up and had led organizations like the SNA to fight hard to oust him. Now that peace had been restored, said Oakley, he was sure no Somalis would like to see a return to imposed rule rather than making their own decisions and choosing their own leaders. The SNA representatives sheepishly said nothing. All the others enthusiastically agreed.

NGO workers were also briefed on what to expect when the Marines arrived, and there was a general air of relief, even among some who had earlier been concerned about the ramifications of a military-led relief operation.

The Marines' arrival in Baidoa at dawn on December 16, under the command of Major General Wilhelm, went forward without incident. Colonel Greg Newbold instituted a series of Somali-style "town meetings" with community representatives of all kinds, in numbers that eventually exceeded 200, who were keenly interested in dialogue on security and humanitarian
matters. Wilhelm had one of USLO's political officers join his officers in working with local leaders, involving the Somalis systematically in security as well as relief activities. A combined civilian-military humanitarian operations center (HOC) was established, and U.S. Marines and OFDA personnel provided leadership in coordinating international military and humanitarian activities with the local population and relief agencies. The Somalis of Baidoa responded to appeals for a more manageable, less time-consuming format than the large unstructured town meetings. After a few weeks they created a regional council, with security and humanitarian committees, as their counterpart to the HOC.

Within several weeks the situation in Baidoa turned around. The local hospitals were dealing with a few gunshot wounds from isolated incidents rather than large numbers of victims of civil war, mass starvation, and unchecked disease. Markets and streets, once deserted, were again bustling with activity. Military forces, UN agencies, and the ICRC and other NGOs were providing food, medicine, and health care; repairing clinics and schools; and building roads and digging wells. Initial planning began for providing seeds and agricultural instruments for the next harvest, and herdsmen began to return to their animals. The ICRC had a particularly effective program of assistance to farmers.

The Baidoa experience became a model for UNITAF deployments in the other seven HRSs. In each case Oakley or his representative led an advance team to meet a broad cross-section of the local population and explain UNITAF's objectives. UNITAF commanders and USLO political officers encouraged local leaders to come forward, and local and regional councils sprang up. The great majority of local residents welcomed the coalition forces, the food situation gradually improved, and child mortality rates dropped rapidly in all HRSs.

Local representation and cooperation were mixed—better in Baidoa, for example, than in Bardera and Kismayo, where residents feared retaliation from still-powerful faction leaders. In Kismayo, the SNA and Colonel Jess shrewdly organized the reception to appear responsive to the approach UNITAF had taken in Baidoa. Oakley made clear that he was not fooled and that the recent massacre of another clan attributed to Jess was a matter of grave concern. In Bardera, the effects of recent war and famine were all too evident, and the reception from Colonel Warsame sullen. Yet even in such a difficult town as Bardera, the death rate fell from more than 300 a day in November to five or fewer in February. The relief workers welcomed the enhanced security, humanitarian help and logistics support provided by UNITAF forces. A concern shared by relief workers and Somalis alike, however, was that improvements would be only temporary; they feared that the departure of UNITAF forces and assumption of responsibility by the United Nations would be followed by the return of intimidation and violence from the factions and militias.
The arrival of all these forces, and the promise of others to come shortly, gave General Johnston the strength and flexibility to push into the interior. Bale Dogle, strongly occupied by coalition troops, would be the springboard for the next step into Baidoa.

With the French forces already under the operational control of MarFor, UNITAF and MarFor planners decided to prepare a combined operation to secure the city. Task Force Hope was formed from the French 2d Foreign Legion Parachute Regiment, and elements of the French Special Operations Command and the 13th Foreign Legion Demi-Brigade, and 15th MEU. The task force left Mogadishu on 15 December and secured the airfield the next day through a combined ground and heliborne movement. There was no opposition. Relief convoys, escorted by coalition forces, began bringing supplies to Baidoa that afternoon.

The Marines and French soldiers immediately established security posts and started patrols of the city. The presence of a large number of armed men was quickly noted and was a source of some concern. On 18 December, Somalis fired from inside one of their compounds upon members of Task Force Hope. The area was quickly surrounded and entered and all arms were confiscated. The incident highlighted a need, both inside the relief sectors and throughout the area of operations, for a policy concerning weapons control. The rapid success of the Baidoa operation brought the first phase of Operation Restore Hope to a close. It also provided the basic framework by which all other operations to secure objectives would be organized and executed. The push to the remaining humanitarian relief sectors would involve the U.S. Marines or Army in a series of joint and combined operations with coalition partners. Wherever possible, these operations would use the forces of the coalition nations that had volunteered to assume responsibility for the particular sectors.

The system by which these operations were ordered and controlled became fairly standard and reflected how UNITAF functioned. A series of daily fragmentary orders were issued, or more frequently if necessary. The orders listed objectives to be taken, forces to be employed, and dates for accomplishment of the missions. Coordinating instructions were provided as necessary and noted any support that was required along with specific force assignments. Each day, the next fragmentary orders would contain more information, adjust dates if necessary, and note the commanding general’s additional orders or guidance. UNITAF headquarters operations section thus became a scene of continuous work as liaison officers from various U.S. units and coalition forces attended planning meetings within the future operations cell, run by Colonel Peter A. Dotto. All the while, ongoing operations were monitored in the current operations cell under Colonel James B. Egan.

Another critical part of each operation was to prepare the local population for the arrival of UNITAF forces. This task fell to Ambassador Robert B. Oakley, who had been appointed by President George H.W. Bush because of his experience in Africa as Special Envoy to Somalia.
Ambassador Oakley assisted the military in understanding the Somali people and cultural nuances. He also provided insight into the tangle that was Somali politics. For each operation, Oakley would travel to the particular city in advance of military forces to meet with the local elders and leaders. He would explain in detail what was about to happen to reduce the risk of confrontation. The following day, aircraft would drop leaflets over the city that repeated the peaceful intentions of the coalition members and its humanitarian purpose. They also would warn the people not to interfere with UNITAF forces or operations. In this manner, the coalition forces would find a soft landing at each objective.

Baidoa

The next sector occupied, Baidoa, presented a very different aspect to the soldiers of the coalition, and elicited different responses. There were more lawless elements present in this sector and, accordingly, more violent incidents. Also, the political situation was more complicated. The Marines who first occupied the sector were very aggressive patrolling, conducting raids, and making searches where threats were assessed. At night, helicopters were used to extend the presence of the coalition forces into outlying areas and to frighten off bandits.

Even at this early period, Colonel Gregory S. Newbold, as the commander of the 15th MEU, the Marines who initially occupied the town, recognized the difficulty, if not impossibility, of creating a secure environment in the relief sector if the bandits were allowed to carry their arms openly. He, therefore, told the local leaders his forces would seize any weapons seen on the streets of Baidoa. While the aggressive actions of the Marines quickly decreased hostile acts against the coalition, the policy of no weapons openly carried had equally good results. As the power of the bandits declined, the local elders could reassert their authority. They did so within the first few days of the Marines’ arrival. Several Somalis approached the Marines and requested assistance in establishing a security council.

Under the direction of Colonel Werner Hellmer, the local civil-military operations team provided the secure and neutral venue needed to establish such a council. Relying heavily on humanitarian relief organizations, the team sought out the legitimate local leaders and elders. At the same time, Colonel Hellmer and his small staff recognized the importance of including representatives of all major groups and clans. It was vital to the Marine mission and its image of neutrality that no one who should be a member would inadvertently be left out. Representatives from the State Department and United Nations Operation Somalia (UNOSOM) were also in attendance at the beginning of this new security council. As throughout the area of operations, the idea was that the Somalis would take care of their own internal governance. Under the protection of the Marine policies of “no openly carried weapons, no crew-served weapons, and no technicals with gun mounts,” the weakening of the bandits, and the strengthening of the elders, conditions in Baidoa soon began to improve.

On 27 December, 3d Battalion, 9th Marines, relieved the 15th MEU of responsibility for Baidoa. They continued their predecessors’ routine activities; protection of food convoys, patrolling in the sector, and mine clearing. The civil-military operations team remained in place working with the relief organizations and the local security council. By early January, Colonel Hellmer believed they had made good progress. People were out on the streets again, the
markets in town were open, and the local buses were running. Fear no longer existed and people could sleep safely, some getting a full night’s rest for the first time in years. The lingering problem that Colonel Hellmer saw was what to do with those who previously had made their living by banditry and stealing relief supplies.

Another organization making life better in Baidoa was *Action Internationale Contre de Faim* (International Action Against Hunger). This relief agency set up two camps, one for the most critical refugee cases and the other for those who were less serious. In the first, there were four servings per day of what was described as a very rich mixture of food. This was intended to get these people back up to strength and out of danger. Those who were in better health were placed in the other camp, where they were fed one meal of a regular mixture per day. In addition, there was a hospital ward treating various illnesses, such as malaria, cholera, tuberculosis, and other respiratory diseases. Such work was typical of what the relief organizations were doing in all the sectors. The civil-military teams provided coordination with the military to ensure they received their relief supplies safely and answered other legitimate needs.

By the middle of January 1993, the Marines were ready to hand over responsibility for the sector. At 2359 on the 16th, Baidoa was transferred to Army Forces Somalia, with the remaining Marines placed under its control. However, this situation was only intended to be temporary.
Introduction to Attack the Network

1. **Preface.** The case study material developed using Operation Restore Hope as a historical example was done so to support the institutionalization efforts of Attack the Network (AtN) methods for the Marine Corps. The eight decision points included in the case study are intended to be facilitated using the HBS model and promote critical thinking by the students. A natural understanding and application of AtN methods occur using this historical example. This short guide has been designed to prepare a facilitator of the case study material to gain an understanding of how the different AtN pillars relate to the decision points of the case study.

2. **AtN Operational Framework.** Figure (1) graphically depicts the AtN Operational Framework. AtN consists of six pillars: Understand the Mission, Understand the Operational Environment, Understand Networks, Organize for the Fight, Engage the Networks, and Assess. It is important to note that AtN is not a process and it is not sequential, but it is comprised of various efforts that support existing processes.

3. **Understand the Mission.** As illustrated in Figure (2), AtN requires an understanding of the mission, which entails understanding the campaign and understanding the commander’s intent. This particular pillar of AtN is nested directly within the Marine Corps Planning Process as part of problem framing. A key component of understanding the mission is ensuring the staff has a full grasp of the commander’s intent. This understanding must be expanded to include any nonorganic personnel that may augment the staff in support of operations.

4. **Organize for the Fight.** As illustrated in Figure (3), organizing for the fight is to identify, organize, and direct the resources and capabilities that are available to units to support operations. There are numerous resources and capabilities that are available to units to support planning, targeting, analysis and assessments. Depending on availability of specific AtN enablers, selected positions are integrated with units and deployed, where other capabilities are available to units through some type of reach-back support. It is imperative to understand what enablers are available, what capabilities and limitations they possess, and how to integrate them
early in the planning process to maximize these resources. Integration of available AtN enablers requires commanders to identify the components of the staff for augmentation, which maximizes this low density resource and establishes conditions for mission success. Additionally, units must ensure that any enablers augmented to the staff fully comprehend the mission and commander's intent to ensure their analytical efforts are focused on the needs of the unit to accomplish their mission.

![Figure (3)](image)

5. **Understand the Operational Environment.** As illustrated in Figure (4), understanding the OE is to evaluate and comprehend the composite of the conditions, circumstances, and influences that affect the commander’s mission and the subsequent impact those environmental variables have on the inter-related networks (friendly, neutral and threat).

![Figure (4)](image)

a. Regardless of where military forces have ever operated in the past, or where these forces will operate in the future, the only aspect that will never change is the requirement to operate within an OE that includes inter-related networks. Although gaining a full understanding of an OE may not be feasible due to the complex nature of the battlespace, the goal is to gain the best understanding of the environment as it relates to the commander’s objectives.

b. Intelligence Preparation of the Battlespace (IPB) and running estimates inform commanders and staffs so they can base the operations process on the fullest possible understanding of the current situation. Without a proper evaluation of the operational environment units will have difficulty in identifying the problem set and the appropriate targets to engage.

c. Subsequently, in order to conduct assessments of operations, the evaluation of the OE will serve as a baseline which allows units to identify specific changes within the OE over time. This is accomplished through the application of the unit’s Measures of Performance (MOP) and Measures of Effectiveness (MOE) that have been developed as part of their assessment plan. Properly conducted assessments will provide feedback to commanders allowing them to decide
on future operations. Although deeper explanation of assessments is addressed in the assessments pillar, the key point is that units must continually measure and update their estimates of the OE and the effects of their operations.

6. **Understand the Networks.** As illustrated in Figure (5), understanding the networks is to identify the characteristics, structure, purpose and inter-relationship of all networks (friendly, neutral and threat) within the OE in order to allow for subsequent engagement of those networks to accomplish the mission. One of the goals identified within operations is to eliminate or neutralize any threat within the OE that prevents or inhibits a unit from achieving their desired endstate. Consequently, threats to a commander’s mission may be presented from any network (friendly, neutral or threat) within the OE. By leveraging the analytical tools and processes available, the commander and his staff can gain a better understanding of the networks within his AO. Subsequent analysis of these networks will provide units with identification of key individuals, structure of the networks, their actions and their relationships to other networks, which is critical to targeting efforts.

![Figure (5)](image)

7. **Engage the Networks.** As illustrated in Figure (6), to engage the networks (friendly, neutral and threat) is to use lethal and nonlethal means to support, influence, and neutralize specific notes of the networks to establish conditions that meet the commander’s intent. Gaining a comprehensive understanding of the complex OE and networks in relation to the mission, units can then selectively target key nodes of networks that will produce desired effects. This is accomplished through the application of comprehensive targeting, using lethal or nonlethal means to target the specific nodes of the networks (friendly, neutral, or threat) that are identified to produce the desired effects within the network(s) or OE. These efforts should result in establishing conditions that support the commander’s intent.

![Figure (6)](image)
8. **Assess.** As illustrated in Figure (7), to assess is to measure continuously the overall effectiveness of employing joint force capabilities during military operations (JP 1-02). Assessments provide the feedback necessary for commanders to adapt with the ever evolving OE by maintaining situational awareness as the networks and OE change, through the actions of the networks and the unit’s operations. The Assessment Process is nested within the Operations Process: Plan, Execute, and Assess. Conducting assessments of operations within any OE is both time consuming and challenging for commanders and their staffs. However, these assessments provide critical feedback to the commander that supports future planning and targeting. It is essential that units leverage the analytical resources and capabilities available to assist in this process to gain an understanding that operations are producing the desired effects. Failure to conduct assessments continuously may lead to missed opportunities or flawed planning for future operations.

![Figure (7)](image)

**AtN Pillar/Decision Point Support Matrix**

9. Figure (8) graphically depicts which AtN pillar could be included as part of each decision point for the case study. Dependant upon the focus and purpose for the decision point, facilitators may decide to focus decision on specific pillars. This matrix is intended to highlight the AtN pillars that have been identified through the presentation of this material with previous classes.
10. Coordinate and Integrate Nongovernmental Organizations into Operations.

   a. *Understand the Mission.* Coordinating the support from the NGOs as it relates to supporting humanitarian operations is significant for the operation. The NGOs primary functions are conducting humanitarian relief operations, which is a critical part of the mission for UNITAF. The students’ discussion on including the NGOs are part of their normal planning and synchronization efforts is a key point in realizing that they cannot accomplish this without understanding the importance of this at it relates to the mission. Finally, the mission requires establishing conditions for transition to a follow on task force from the UN. This aspect is important as they discuss the location of the CMOC to help establish conditions for a future transition.

   b. *Organize for the Fight.* The discussion on establishing and locating the CMOC is a key component for the students to relate on how they integrate the NGOs, which is part of organizing for the fight. Prior to the arrival of UNITAF, UNOSOM I, the UN Task Force, had established a Humanitarian Operations Center (HOC) at their HQ. The Marines did consider the previous mission and operations, understanding that the HOC was the main point of contact for the NGOs and that the future operations for UNSOM II would occur at this location. The ultimate decision was to establish the CMOC and co-locate it with at the HOC. The establishment of the CMOC is an operational level decision, but the discussion occurs on how the integration of NGOs is important at the tactical level as well. The discussion of organizing for the fight ties into understanding the mission, since the NGOs and the UN members are a key component for UNITAF’s mission success.
c. **Understand the Networks.** The NGOs are a part of the neutral network and the UN members can be evaluated as being members of the friendly network. All of these networks have different cultures than our own military organizations and UNITAF worked diligently to gain an understanding of these nuances as they planned and conducted operations. Discussion of integrating coalition partners into the operation has been part of discussions previously, since some of the countries represented within UNTIAF have had historical ties to the country. Some of the discussion on this particular aspect ties back into organizing for the fight as well.

d. **Engage the Networks.** – The engagement of the networks within this decision point is non-lethal in nature and revolves around coordination with both NGOs and coalition forces. The challenge with discussing this particular pillar is the use of the word ‘engage’. Some students view this term as lethal engagement, but this is not the case when it comes to AtN. Non-lethal engagement of the networks in this situation should include discussion with the NGOs to integrate them into operations. Since the NGOs are not task organized to UNITAF, the coordination with them in order to find compromises are a key to mission success. One point that should be addressed and discussed is the status of privately armed security for some of the NGOs. Attempting to establish security in this environment required UNITAF to address this issue, with the ultimate decision that UNITAF forces would provide security for the NGOs. The discussion on this particular subject can tie into the decision that UNITAF would not be conducting full disarmament of clans during the operation.

11. **Develop and Implement an Assessment Plan for the UNITAF Mission.**

a. **Understand the Mission.** The primary part of this DP with the students is to gain an understanding of what is required for the operations. The discussion with the students typically results in identifying that there are two distinct, but inter-related portions of the mission. During Operation Restore Hope, the Marines mission included supporting humanitarian relief operations and the ability to provide security for these operations and to establish conditions for transition to UNOSOM II. Integration of NGOs to support the humanitarian relief operation is part of the discussion for another DP, but some of that discussion could be included in this DP and would relate to the pillar, Organize for the Fight.

b. **Assess.** The Assess pillar is predominant in the DP, but the purpose of conducting assessments is focused on understanding if we are having success in our operations to achieve the mission. A large part of the discussion revolves around establishing measures of effectiveness for the operations, which requires addressing the security portion of the mission and the humanitarian relief operations. This is an operational level DP, but the application of metrics must be understood and related to the tactical level, since it is the standard reporting process to higher that helps to support the feedback of the assessment plan at higher levels.
12. Develop the Rules of Engagement (ROE) for UNITAF.

   a. Understand the Mission. The primary part of the discussion occurs on developing the ROE as it relates to the mission to be conducted. When the Marines came ashore, they had an established ROE, but the realization by the UNITAF leadership was that the ROE needed to be adjusted to support the mission. Since the mission was primarily humanitarian relief support, the ROE that Marines may apply for an amphibious landing would need to constrain the use of lethal capabilities to ensure that undesired impacts on the mission did not occur. Additionally, part of the discussion on this DP includes the decision of what constitutes a threat and the fact that the Marines were not in Somalia to conduct disarming of clans. The President Bush was specific to the UN that the Marines would not conduct disarmament of warring clans and factions.

   b. Understand the Operational Environment. The environment plays a significant role in the discussion of developing and ROE for the task force. The understanding that the culture has been developed due to historical events in the country, much of which revolved around a brutal civil war during the years 1990-1991. This has created a culture within the environment that must be understood by leaders in order to provide guidance to Marines in the form of ROE. Additionally, the fact that Marines are now on the ground conducting operations, this has impact the environment and added yet an additional level of complexity to an already complex environment. The physical actions of the Marines will establish conditions for success or failure. This initial guidance is provided through a clear set of ROE, which supports the accomplishment of the overall mission.

   c. Engage the Networks. The implementation of the ROE is where students get into discussion about Engaging the Networks, which is an important part of the conversation at the tactical level. Although the development of the ROE is an operational level task during this case study, the discussion of implementation of the ROE must be a part of the discussion, since this would be part of the development of the ROE. Students should discuss how the Marines will be able to adhere to the ROE that is developed as part of the discussion and the fact that the ROE must constrain the Marines use of lethal force, yet provide enough flexibility for Marines to use the appropriate force as necessary to accomplish the mission. The discussion of the overuse of lethal force should also be discussed during this DP and will be referred to from other DPs, since the ROE does have an impact on other discussions.


   a. Understand the Mission. For students to begin and develop the major themes of the IO campaign, it is important that they relate to what the mission of the operation is and is not. The fact that the task force took the position of neutrality is important to the IO campaign. Additionally, this particular DP ties back into the ROE DP, depending if all DPs are used with
b. Understand the Operational Environment. Understanding the Operational Environment is important from the aspects of gaining visibility of the infrastructure within Somalia, which included two different radio stations controlled by different clans. Being able to leverage these stations, along with the one that UNITAF established was important on implementing the IO campaign. The development of the message required an understanding of the how the environment was, to include how information was passed in the society, literacy rate and social norms. This is necessary in order to develop the right messages, which also gets into understanding the mission as well.

c. Understand the Networks. Gaining an understanding of the networks is a natural extension of a holistic understanding of the operational environment. It is this type of overall understanding that must be accomplished in order to develop and implement any type of IO campaign. The two major networks that the Marines need to gain an understanding of were the neutral networks and potential threat networks. Realizing what these networks consisted of and what motivated them are the basic needs for planners in a IO messaging plan. The discussion of the students should include these different dynamics of the various networks that are intended to be engaged as part of the IO plan.

d. Engage the Networks. The primary discussion during this DP is once the IO campaign and messaging has been determined, in what manners are the students going to decide on distributing the message as part of an engagement strategy with the networks. There are a number of actual methods that were used successfully during the operation, all of which supported the engagement of various networks, some simultaneously. The integration of IO into other operations will also include discussion of the IO campaign and engagement of networks as well.


a. Understand the Mission. The primary purpose of developing the initial security plan for Mogadishu in Dec 92 was to begin to establish conditions for the task force to support the humanitarian relief operations. The mission for MARFOR was to begin to stabilize the environment, while still maintaining a position of neutrality was critical to developing and implanting the security plan. Col Klimp ultimately developed a plan that included all of the AtN pillars and he understood that the phases of his plan would be conducted simultaneously, as he stated, “they would work like gears on a clock”. Discussion of a single pillar of AtN during this DP can be done, but they ultimately all tie in together to achieve the task force’s objectives.
b. *Organize for the Fight.* The MARFOR in Dec 92 had a total force size of approximately 2,500 Marines. They had established their HQ in the Stadium in northern Mogadishu and were responsible for the security in the Mogadishu Humanitarian Relief Sector (HRS). As a part of the mission, daily coordination continued with the NGOs supporting the humanitarian relief operations, along with the PSYOP Task Force, which was responsible for the IO campaign. These two specific groups were not task organized to MARFOR. In the case of the PSYOP Task Force, they were assigned to UNITAF with support to all units of UNITAF and the NGOs did not have any specific command relationship with MARFOR. However, with the daily coordination that occurred at the CMOC, the NGOs were integrated into the daily security operations of MARFOR.

c. *Understand the Operational Environment.* The environment prior to the arrival of the Marines in Dec 92 was very complex and fluid. Years of civil war and famine had created conditions that allowed clans to thrive and were detrimental to the civilian population. The task force understood that the lawlessness in the country only exacerbated the primary issue of starvation and deaths by disease in the country. The political situation in the country consisted of various clan leaders position themselves through posturing to take advantage of a potential establishment of a new government. Understanding the nature of the mission lead the task force leadership to determine that the only way they could successfully attempt to provide some type of security, the task force must maintain a position of neutrality at all times. Failure to do so would undermine the efforts of the task force and create even further confusion within an already complex operational environment. Additionally, the Marines would use the feedback from their patrols to gain a better understanding of the operational environment, which would be important for use in their assessment process to identify if their security plan was having desired effects on the overall security in Mogadishu.

d. *Understand the Networks.* At the time of the operation, MARFOR had a very limited understanding of the networks within Mogadishu. The primary leadership of the clans was known and the layout of the various NGOs in Mogadishu was understood with coordination at the HOC and CMOC. Specific locations of the networks were not understood and one of the goals of the security plan was to identify the locations of various clans within the city. This was accomplished by Marines conducting patrols and gaining situational awareness of the environment. As the Marines conducted their daily security patrols, detailed AARs would occur and that information would be provided back to MARFOR in order to develop the SITEMP. Gaining an understanding of the networks during the security plan was an extension of understanding the operational environment, but focused on gaining an understanding of the human components of the environment.
e. **Engage the Networks.** Marines engaged all of the networks in the environment on a daily basis. Although there was some application of lethal capabilities, the majority of the engagements were non-lethal in nature. The mere presence of Marines on the streets of Mogadishu demonstrated an improved security posture. Integration of messaging from the IO campaign plan was further supported by both messaging and actions of the Marines. As Marines continued to conduct patrols, they would have routine exposure to the people and ultimately, they started to build relationships with the population. These relationships allowed for them to gain a further understanding of the environment and people, which supports understanding the operational environment and networks. A key part of the discussion with the students is that engagements are not simply identified as those that are only lethal in nature, but even more importantly, the understanding of the impacts of the non-lethal engagements on the networks and the environment.

f. **Assess.** Assessments were a key component to Col Klimp’s plan and he described that they needed to assess as soon as possible to gain an understanding of how conditions were at the start of their operations. The appropriate term for use on what they did was an evaluation of the environment in a holistic manner. This was critical, since they could not assess the effects of their actions without an understanding of what the conditions were in the environment prior to the execution of operations. To truly conduct an assessment, students should discuss that this is accomplish by understanding a change in conditions over a period of time. The requirement to accomplish this is to establish some type of baseline as the starting point, developing metrics that could be used to determine potential changes as it relates to their mission and then determining the feedback mechanism that would be used to gain information to use in the assessment plan. The primary feedback mechanism that MARFOR used was the information gained from the Marines as part of their daily operations. The Marines on the ground had the best opportunity and access to what was actually occurring within the environment. This particular aspect remains constant in all operations.

15. **Raid on Argentine and Barkera Markets.**

   a. **Understand the Mission.** The decision to conduct these operations is part of a follow up to the lethal engagement that occurred at the cantonment sites in Jan 93. One of the key elements of the case is that UNITAF was not responsible for disarming the clans, although this was advocated by the UN and ultimately rejected by POTUS. UNITAF identified that part of the issues with security was the availability of weapons and the two predominant markets in Mogadishu were large sources for weapons and ammunition. One of the considerations for conducting these two specific raids was to demonstrate UNITAF’s ability to exert their will on the networks that were associated with weapon sales. Although the amount of weapons that were secured during these operations were minimal when compared to the amount of weapons available in Somalia, the result of the actions from a non-lethal aspect on the population and
other networks was one that supported the message that Marines were there to support security of the people for humanitarian relief efforts.

**b. Engage the Networks.** These two different raids were specific engagements for UNITAF with the clan networks. The first aspect of the discussion with the students should address the understanding by UNITAF that the two different markets were associated with the two different predominant clan leaders in Mogadishu, Aideed and Al Mahdi. The rationale at the time was that UNITAF could not take action against one clan without taking the same action against the other clan. Although the engagement from the cantonment areas was from clan members associated with Aideed’s clan, the leadership at the time determined that merely collecting weapons from dealers associated with Aideed would send the wrong message and would not support their position of neutrality. The other aspect of engaging networks as it relates to these operations was the understanding of what capacity the markets played within the environment. The markets were a significant part of the culture and were viewed as not only a place to purchase all types of legitimate goods, but were also seen as a key meeting area in the social dynamic of the people. Although the Marines focus was to eliminate weapons that were being sold in the market, they had to approach these raids in a manner that minimized the effect on other businesses and people within the market. The Marines did use non-lethal messaging to prepare for and support the raids with the use of leaflets and helicopters that broadcast messages during the operation to the people. The use of this capability helped to mitigate potential lethal engagements and also supported the message to the people on why the Marines were in their country. These points are the primary discussions that have occurred with most students during this DP.

16. **Develop a Plan to Engage Threat Networks at Cantonment Sites.**

   **a. Understand the Mission.** The agreement that UNITAF made with the clan leaders in Mogadishu was that if they moved their heavy weapons into the cantonment sites, Marines would not engage them, nor would anyone else. When the clan members from these two sites engaged Marines with fire, this broke this negotiated agreement. The consequences for this violation would be the forfeiture of the weapons at these two sites. The mission given to Col Klimp was to secure the weapons at these two sites immediately. This is a fairly straight forward understanding of the mission. Most of the discussion with the students is how they develop the plan to execute this mission. Simply stated, it could be lethal, non-lethal or a combination of the two options. In any case, UNITAF understood the need to send a message that actions of this nature would not be tolerated.

   **b. Understand the Networks.** The realization that the clan members located in these two sites was associated with Aideed was significant. Aideed at the time of this engagement was not in Somalia, but was attending the Adi Abbas conference with other leaders with the intent of
negotiating a peace accord for Somalia. The Marines understood the primary leadership for Aideed’s clan and were able to contact his subordinates about this issue to relate to them that their members had violated the agreement at sites 2 and 8 in Mogadishu. Without understanding this network, the Marines would not have been able to identify and discuss this prior to taking actions the following day. With this knowledge, UNITAF leadership was able to identify and engage the appropriate leadership for these clan members.

c. Engage the Networks. The discussion with students on how to engage the clan members at these sites varies from a pure lethal option to a pure non-lethal option. The point of the conversation when discussing a pure lethal option must consider the population that surrounds these two sites. Collateral damage is something that must be considered, since the students must contend with the overall mission of Operation Restore Hope as the basis of why the Marines have been ordered to secure the weapons at these two sites. Once this discussion occurs, most students begin to think through non-lethal options first and then rely on lethal options if necessary. This is what MARFOR did at the time, by providing the clan members of a non-lethal engagement first. In this case, one site did surrender their weapons and the other site chose to respond with lethal actions. IO messaging was integrated into the operations that focused on engaging the clan members in the two sites. However, part of the discussion is to gain an understanding that messaging directed toward the specific clan members would be heard by other Somalis in the area. The opportunity exists to tailor that messaging to support the overall operations of the Marines in regard to humanitarian relief and security, as well as to prepare the population for what may occur if the clan members choose to engage the Marines in a lethal manner. This is a particular aspect of IO messaging that was not included in the original plan, but has been learned from operations over time and the students typically relate to this aspect very well.

17. Secure Baidoa and Establish the Humanitarian Relief Sector (HRS).

a. Understand the Mission. The primary mission for Col Newbold was to establish the initial security in Baidoa in order allow for the NGOs to resume humanitarian relief operations. The MEU had just completed a similar mission of this nature in Bale Dogle, so this was a follow on mission for them and they had a good understanding of the mission that was required. They also had the understanding that they would conduct operations in a short period of time, with a follow on mission beyond Baidoa, once they were relieved by another task force.

b. Understand the Operational Environment. Baidoa at this time was referred to as ‘the city of death’ due to the large numbers of deaths from starvation and clan fighting in the area. True lawlessness was significant in Baidoa and was much more prevalent than what the Marines had faced in Bale Dogle. Understanding these particular aspects of the operational environment played a significant role in the planning of operations for the MEU. Student discussions on this
challenge is significant and is a key component when discussing the understand and engage the network pillars.

c. **Understand the Networks.** There were numerous networks within the operational environment that the Marines were not fully aware of prior to arriving in Baidoa. The primary networks that they had some understanding of were the NGOs and the clans that were fighting in the area. They did not fully understand the local leadership networks, which consisted of previous political and tribal leaders in the area. Due to the high level of fighting in the area, key leadership had not been able to assert any control and remained in protected positions for personal safety. A better understanding of the networks would occur over time and come out as part of the engagement of the networks prior to and immediately following the arrival of Marines to Baidoa.

d. **Engage the Networks.** The engagement strategy in this complex environment was something that required specific guidance from Col Newbold. The first engagement occurred with the arrival of Ambassador Oakley on 15 Dec 92 to meet with local leaders and advocate that the clans to not engage the Marines when they arrived. This was successful and the clans did not have any lethal engagements with the Marines. The decision was made by the Col Newbold to implement an order of no open carry of any weapons, due to understanding the mission of establishing the HRS. This should not be confused as a position of disarming the clans, but due to the nature of previous violence, he understood that openly carrier weapons would undermine his ability to secure the area. This directive required considerable engagements of the networks in order to minimize the potential risk of a lethal engagement. Additionally, the neutral networks were significantly engaged in a non-lethal manner by establishing meetings with local leaders to facilitate securing the area to re-establish humanitarian relief operations. There was considerable engagement of networks (population, NGOs, clans), during this operation. This in depth discussion has occurred for each class on this DP.

**Conclusion**

It is difficult to not address numerous pillars with any of the DPs and the points identified for each of the DPs above address the main points of discussion from previous courses. There could be other points of discussion, depending on the experience of the students and the facilitator’s decision on how the material is being used in a classroom. Much like the recommended Socratic questions provided in the decision point preparation guides, this information is being provided for consideration by facilitators to prepare for the case study. The decision on what specific points that should be discussed is left entirely up to the facilitator of the material.