



Joint Task Force Commander's Handbook for Peace Operations

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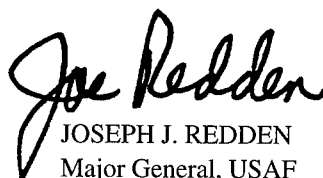
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MESSAGE FROM THE COMMANDER

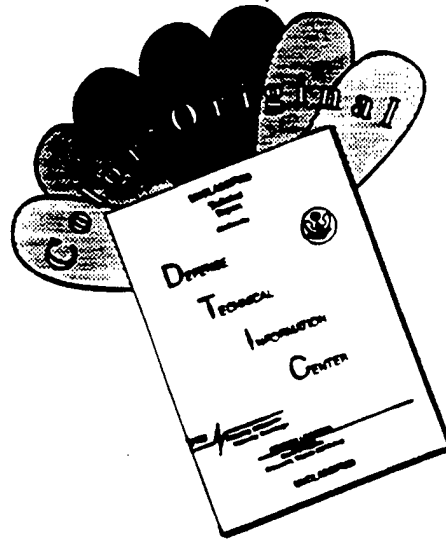
This handbook is designed for senior commanders designated, or about to be named, as JTF Commanders of a peace operation. It is meant to be a resource tool for the commander and his senior staff, and is most useful when supplemented by the Peace Operations Database maintained as part of the Joint Electronic Library. Though consistent with joint and Service doctrine, it is not a doctrinal publication. Joint Publication 3-07.3 contains joint doctrine for peace operations.

The Cold War created an artificial world stability that disappeared with the breakup of the Soviet Union. This loss of equilibrium was followed by a dramatic increase in ethnic and political tensions throughout the world--often manifested by open hostility and bloodshed. As the United States and its allies strove to cope with these crises, many peace operations were launched--some under the auspices of the United Nations, and others as unilateral actions. Those operations have provided valuable, hard-earned lessons. *The Joint Task Force Commander's Handbook for Peace Operations* is a product of those lessons. It was developed at the suggestion of former JTF commanders of peace operations. We are indebted to the experienced JTF commanders and subject matter experts who contributed so greatly to the handbook. They identified the enduring peace operations themes deemed to be invaluable to prospective JTF commanders.

Corrections or suggestions for improvement of this handbook are welcome. They should be sent to The Joint Warfighting Center, Building 100 Ingalls Rd., Ft. Monroe, VA. 23651-5000. The DSN telephone is 680-6550, commercial (804) 726-6550, and FAX extension -6552.


JOSEPH J. REDDEN
Major General, USAF
Commander

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EXECUTIVE SUMMARY

"The world has grown smaller, in recent years ever more rapidly. It is hard to divorce our country from a number of conflicts to which years ago we would have hardly paid any attention. While we cannot engage ourselves in all conflicts, we now have a choice. It is also true that if we move early in dealing with these conflicts, and if we have an effective method for carrying out international peace enforcement, especially in a preventative way, we have a new tool which can help in the early resolution of enormously difficult, potentially intractable situations that could well offset our national interests and our future."

Ambassador Thomas R. Pickering
Remarks to an NDU Conference

Chapter 1 -- Mission

KEY TERMS

Peace Operations: Encompasses peacekeeping operations (PKO), peace enforcement operations (PEO), and other military operations conducted in support of diplomatic efforts to establish and maintain peace.

Peacekeeping: Military operations undertaken with the consent of all major parties to a dispute, designed to monitor and facilitate implementation of an agreement (cease fire, truce, etc.) and support diplomatic efforts to reach a long-term political settlement.

Peace Enforcement: Application of military force, or the threat of its use, normally pursuant to international authorization, to compel compliance with resolutions or sanctions designed to maintain or restore peace and order.

Peacemaking: Process of diplomacy, mediation, negotiation, or other forms of peaceful settlement that arranges an end to a dispute, and resolves issues that led to conflict.

Peace Building: Post-conflict actions, predominantly diplomatic and economic, that strengthen and rebuild governmental infrastructure and institutions in order to avoid a relapse into conflict.

End State: What the National Command Authorities (NCA) want the situation to be when operations conclude--both military operations, as well as those where the military is in support of other instruments of national power.

Executive Summary

Each peace operation is unique--many will use the United Nations (UN) Charter as buttressing rationale.

The United States (US) participation in peace operations may be as part of a UN-sponsored activity, a regional organization, in cooperation with other countries, or a unilateral effort. In any case, these operations have unique reasons for our participation and equally unique characteristics that define them. UN-sponsored peace activities use the UN Charter as background for conducting peace operations. Although the Charter **does not specifically** cover peace operations, it makes inferences regarding the legal basis to and for our participation in UN sponsored peace operations. Types of UN peace operations are shown in Figure EX-1.



Figure EX-1. Types of UN Operations

Accurate and timely mission analysis is essential--consider leading the assessment team.

The assessment team can be the bridge between difficult-to-decipher mission orders and the actual implementation of a peace operation--but it will need senior leadership and perspective to be effective. The assessment team's composition and later retention on your staff will aid in the transition from planning to deployment and the actual commencement of your operation.

Executive Summary

Peace operations are conducted in a dynamic environment.

The critical variables of peace operations are the level of consent, the level of force, and the degree of impartiality. These variables are not constant and may individually or collectively shift over the course of an operation. Success in peace operations often hinges on the ability to exercise situational dominance with respect to the variables; failure is often the result of losing control of one or more of them.

It is critical that you have a definable end state.

The end state may be a moving target, one that needs continuous refinement throughout your operation. You must work toward a clearly understood, agreed upon, and **measurable mission end state**. You may have the opportunity to contribute to the development and wording of the end state during the mission analysis phase.

Integrate multinational forces--balance strengths and national agendas.

You may command a force of widely varying capabilities. You must work to employ them where they can contribute the most toward mission success. You will also need to understand they may have subtly different agendas, although completely rational for their purposes.

Recognize nontraditional considerations--where possible integrate with other organizations and operations.

Be aware that political issues and decisions beyond your authority may have a major impact on your peace operation. Nongovernmental organizations (NGOs), private voluntary organizations (PVOs), and international organizations will be on scene, pursuing their own missions. The Office of Foreign Disaster Assistance (OFDA), US Agency for International Development (USAID), will probably be represented in-country by a special Disaster Assistance Response Team (DART). In any case, OFDA (and its representative DART) is a professionally run organization that can help you. It is in the best interest of your mission to integrate these organizations or at a minimum be aware of their activities.

Chapter II -- Joint Task Force (JTF) Organization

Get the first team.

By definition you will have other Service representation on your staff and in the field--you need the experts with you. Your organization may necessarily be different than a usual warfighting staff, i.e., legal, civil affairs (CA), psychological operations (PSYOP), public affairs, embassy liaison, and military police will be key players and should be an integral part of your immediate staff. Avoid the difficulties associated with an ad hoc organization--form the JTF headquarters (HQ) around the nucleus of an existing HQ. However, it will be necessary to obtain key players for responsible positions from the other Services/components to make your staff representative of the force and fully capable.

NGOs and PVOs are a fact of life--the civil military operations center (CMOC) has worked well integrating and capitalizing on differing expertise and capabilities.

Most NGOs and PVOs have legitimate agendas but operate differently than the military. Learn what they are about; they have expertise and capabilities you may need. The CMOC has proven extremely useful in getting all participants to know each other, their roles and capabilities.

The media can help--you will not be able to operate outside their scrutiny.

Get out front, fill the vacuum with useful information, and the media will more than likely end up as an ally instead of an adversary. Your public affairs officer (PAO) and the Joint Information Bureau (JIB) will be force multipliers and should work closely with you and the operations planning staff.

"CNN [coverage] had great implications. It allowed us to focus on what had to be done by portraying the situations and conditions as they were."

**LtGen R. Johnston, USMC
CJTF Unified Task Force Somalia**

Human intelligence (HUMINT) will be critical to your operation.

Encourage your J-2 to cultivate widely diverse sources. Understanding the affected country and its people through cultural and

Executive Summary

anthropological studies can provide you critical information. Establishing ties with the local populace will pay off in terms of information about what the public knows and thinks.

Chapter III -- JTF Command Responsibilities

Chain of Command.

As a Commander, JTF (CJTF) you will be the key to success in maintaining impartiality and building consensus among widely diverse players. Encouraging and obtaining unity of effort at the military, political, and cultural level will be a major challenge for you. Depending on the type of peace operation (UN multinational, US-led multinational, or unilateral) you will have to deal with differing command arrangements. In any case, it is imperative you understand how NCA decisions flow and appreciate that the current political process will be a major factor in your operations.

Communications will not be easy--plan on the worst.

Your ability to effectively communicate with your own staff, involved multinational partners, other national and international players, and host nation (HN) representatives will be one of the keys to success.

It is critical that military/security, humanitarian/economic, and political/diplomatic activities are constantly coordinated. Each of these three "legs" shown in Figure EX-2 must remain steady.

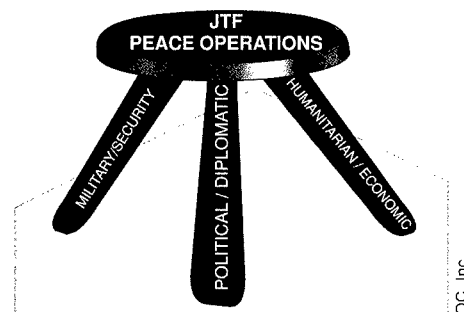


Figure EX-2. The JTF Commander's Stool

Negotiation and mediation may be necessary to settle disputes.

Though not a primary duty, there will be times when, as the senior military officer, you may be required to arrange, participate or lead negotiations and/or mediation.

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Your background in problem identification and resolution will be useful in settling widely varying disputes. A whole range of topics, from bartering for services to establishing relationships, may require your involvement. Try to keep sight of the “big picture” from the US viewpoint as well as that of the parties in conflict. Considering other alternatives, although not initially appealing to all parties, may be helpful.

Responsibilities to the local population.

Your legal obligations in peace operations are much more limited than during armed conflict. You should determine in advance what those limits are and promulgate the rules in a concise format. Clear guidance on humanitarian/civil action projects, as well as medical treatment for local nationals, should be issued early in the operation.

Transition planning is required to successfully achieve the desired end state.

Mission analysis and operational planning should include the significant issues, major events, and work required for the transition. Anticipating the desired end state and having an understanding of when you have reached it will assist transition planning.

Force Security--the higher the level of security the less likely we are to suffer a disaster.

Every commander is responsible for force security, regardless of the type of operation or the perception of the threat. The mission analysis phase will help determine the type of forces required to provide the necessary security. Our past experiences in this area have given us ample “lessons learned.”

Maximize training prior to deployment.

Our experience has proven over and over again that a conventional armed force, well-trained and highly disciplined, can be successful at peace operations. There will be some peace operations training, such as staff exercises, negotiating skills, live firing, language proficiency, etc., that is best done at home station. This training should include NGOs and PVOs. Specific

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Rehearsals are absolutely essential for success.

requirements, functional training, or brush-up work may be accomplished once in country.

As a minimum, you and your staff must rehearse key events--even if time is short. Likewise, rehearsals and careful wargaming should precede operations in which units are working together for the first time. Your intent and the concept of the operation should receive special emphasis to avoid confusion that might occur because of differences in doctrine and terminology.

Chapter IV -- Logistics

Organization and authority.

The combatant commander may delegate directive authority for logistics to you within your joint operations area (JOA). This authority does not relieve the individual components of their responsibility for Service support or coordination. The combatant commander's Logistics Readiness Center (LRC) may prove especially helpful in providing key logistics support and functions.

Operations and logistics are inseparable--neither can be more important than the other.

The J-4 will support you functionally but you set the tone for unity of effort through the entire operation. The J-4 will coordinate requirements, funding, contracting, movement control, apportionment and allocation, logistics discipline, and logistics support for NGOs/PVOs. You should identify those logistics principles that have primacy in your particular operation.

Transportation is the "linchpin" of your operation.

Accurate, up-to-date information is vital to deployment and redeployment of the JTF. US Transportation Command (USTRANSCOM) will provide the critical coordination of transportation assets.

The Director of Mobility Forces (DIRMOBFOR).

Assigned by USTRANSCOM, the DIRMOBFOR will deploy with functional experts to support, plan, monitor, and execute the air mobility mission. The

Executive Summary

<i>Expect to be in the lead for providing support to a multinational effort.</i>	DIRMOBFOR coordinates and monitors the deployment and redeployment of strategic airlift and serves as the liaison with USTRANSCOM.
<i>Maximize use of HN support and services.</i>	Some participating countries may be unable to do much more than contribute manpower. In those cases, the United States often becomes the chief supporter of those nations' efforts. You must clarify guidance, funding, and support early to determine if the desire and capability to support others is present. The UN's intentions are good, but often they are woefully late.
<i>Supporting logistics agencies are your keys to timely support.</i>	Using HN services and support to the maximum extent possible can lessen the number of military personnel required (a troop ceiling may be a factor) and support subsequent efforts to reestablish national infrastructure.
<i>Supporting logistics agencies are your keys to timely support.</i>	The LRC provides you the link to and the interface with the Joint Chiefs of Staff (JCS), the Services, Defense Logistics Agency (DLA), USTRANSCOM, and other supporting commands and agencies. A complete description of the functions for these and other agencies can be found in the appendices to Joint Pub 4-0 or 5-00.2.

Chapter V -- Legal Responsibilities

<i>Legal support is critical in peace operations.</i>	Your operational lawyer should be immediately available to advise. A good legal advisor is a force multiplier and will assist in accomplishing your mission in a lawful manner. Your advisor is the best person to draft a general order to establish basic policy for the JTF regarding permitted and prohibited actions while deployed.
<i>Existing international agreements will impact your mission.</i>	Standing UN resolutions or other international directives can form the basis for legitimate US action--and they can be very significant to your mission analysis.

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Rules of Engagement (ROE) provide the guidance and basis for action--keep them clear and current.

The ROE are the means which the NCA, through the JCS and the combatant commander, provide guidance. Review the JCS Standing ROE (SROE) as a point of departure. They are also the principal means for you to express "commander's intent." They must always emphasize **the right of self-defense**.

Become personally involved in ROE development--ensure they are adjusted in a timely manner to fit your situation.

ROE may remain constant throughout your operation or more likely they may need to be changed or refined. The JCS- issued SROE contain the basics. They apply to all commanders through the chain of command and remain in effect until specifically modified or superseded. They may be modified by the combatant commands and you may request supplemental measures as necessary. These SROE define **the inherent right of self-defense** in terms of unit and national self-defense. You must advise the combatant commander when the ROE need adjustment.

Your PSYOP, legal, and CA personnel are vital to mission success and resolving other nontraditional situations.

Legal advisors can help in many areas including refugees; displaced and detained civilians; advise to the PSYOP and CA cells; local culture, customs, and government; military and political liaison; claims; investigations; and contingency contracting. Like the PAO, your legal advisor needs to be an integral member of your staff. Your advisor can provide guidance on the legal restraints on operators and the rights to employ force.

"One of the JTF Commander's biggest challenges will be to determine just who are the policy makers and power brokers."

BGen E. Bedard, USMC
President, Marine Corps University

Executive Summary

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CHAPTER I

MISSION

"The severity of human suffering in Somalia caused commanders to try to alleviate the situation on their own. Units were deployed to the field to provide security for the humanitarian relief agency convoys of food. Upon seeing the appalling conditions, and realizing they were not tasked to give food or provide direct support to the population, local commanders took it upon themselves to try to arrange for or speed up relief supplies. While well-intended, this activity diverted the commanders' attention from their primary mission."

Center for Army Lessons Learned Newsletter, 93-8

1. General

- **There is no standard peace operations mission.** Each peace operation is conducted in a unique setting with its own political, diplomatic, geographic, economic, cultural, and military characteristics.

- US military participation in peace operations may involve peacekeeping, peace enforcement, peacemaking, or other military operations in support of diplomatic actions to establish and maintain peace.

- Whatever the mission, US participation will be based on the current national policy on peace operations. This policy can be found in the Joint Electronic Library (JEL) database for peace operations under the title "Presidential Decision Directive 25 (PDD 25)--The Clinton Administration's Policy on Reforming Multilateral Peace Operations." An unclassified summary and highlights of PDD 25 are in Appendix A.

- The United States may participate in peace operations under the auspices of the UN, with regional organizations (e.g., the

Organization of American States, North Atlantic Treaty Organization, Organization of African Unity, etc.), unilaterally, or in cooperation with other countries.

- There are various legislative acts that govern US participation in peace operations. Two are noted below:

- The Foreign Assistance Act of 1961, Part II, Chapter 6, as amended (22 USC 2348). This act authorizes the President to furnish assistance to friendly countries and international organizations for peace operations and other programs to further US national security issues.

- The United Nations Participation Act of 1945, codified in 22 USC 287, and Executive Order 10206 (Support of Peaceful Settlements of Disputes) authorizes US military support to the UN.

- As part of the UN, the United States may participate in operations that fall within Chapter VI (Pacific Settlement of Disputes) or Chapter VII (Action with Respect to Threats to the Peace, Breaches of

UN CHARTER

Chapter VI: "Pacific Settlement of Disputes" (Peacekeeping)

- Focuses on using negotiations, mediation, arbitration, and judicial means.
- Traditional peacekeeping operations.
- UN observer missions.

Chapter VII: "Action With Respect to Threats to the Peace, Breaches of the Peace, and Acts of Aggression" (Peace Enforcement)

- Appropriate military operations to maintain and restore international peace and security.
- Authorizes use of armed force provided by member states.
- Allows UN to force compliance on unwilling states.
- Has been expanded to include peace enforcement operations under wider interpretation of breaches of the peace.

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Figure I-1. Extract from the UN Charter

the Peace, and Acts of Aggression) of the Charter of the United Nations. Figure I-1 highlights Chapters VI and VII operations.

- Appendix B provides further explanation of Chapters VI and VII of the UN Charter. Additionally, the JEL database for peace operations contains all articles of Chapters VI and VII of the Charter.

- In addition to Chapter VI and VII operations, some UN operations are referred to as "Chapter VI 1/2." Such operations fall in a "gray area" between traditional peacekeeping and repulsing cross-border aggression.

- The UN Charter does not expressly address those peace operations focused

on internal political conflict (e.g., Somalia, Bosnia/Herzegovina). Missions may include:

- Weapons reduction activities.
- Providing security to local populations.
- Rescuing failed states.
- Providing security for the delivery of humanitarian assistance.
- Peace enforcement missions define new ground for the UN.
- You, the CJTF, must be prepared to move from Chapter VI to Chapter VII operations.

2. Mandates

- The mission is derived from a mandate or resolution issued by either the UN Security Council or through international or regional treaties, accords, resolutions, or agreements. In the case of non-UN operations, the United States will issue mission statements/orders through its chain of command.

- Mandates are developed by politicians and diplomats during the negotiation phase of a peace operations mission. They are often collections of compromises developed to influence the negotiation process. Because of ambiguities, purposeful or otherwise, in the accords finally signed, the commander who receives the mandate may find it difficult to put into operational terms. The major elements of a mandate are shown in Figure I-2.

"In Cambodia, each faction quickly realized that it was possible to interpret the Paris agreement in ways that suited it best. The Khmer Rouge consistently justified their refusal to cooperate on the basis that UNTAC was not fulfilling its promise of insuring the departure of 'foreign forces' from Cambodia. At issue was their different interpretation of the term foreign forces."

COL K. Farris, USA
UN Transitional Authority in Cambodia

- Normally, changes to mandates will require the consensus of all participating countries.
- Joint Pub 3-07.3 contains additional information on mandates, to include a sample.

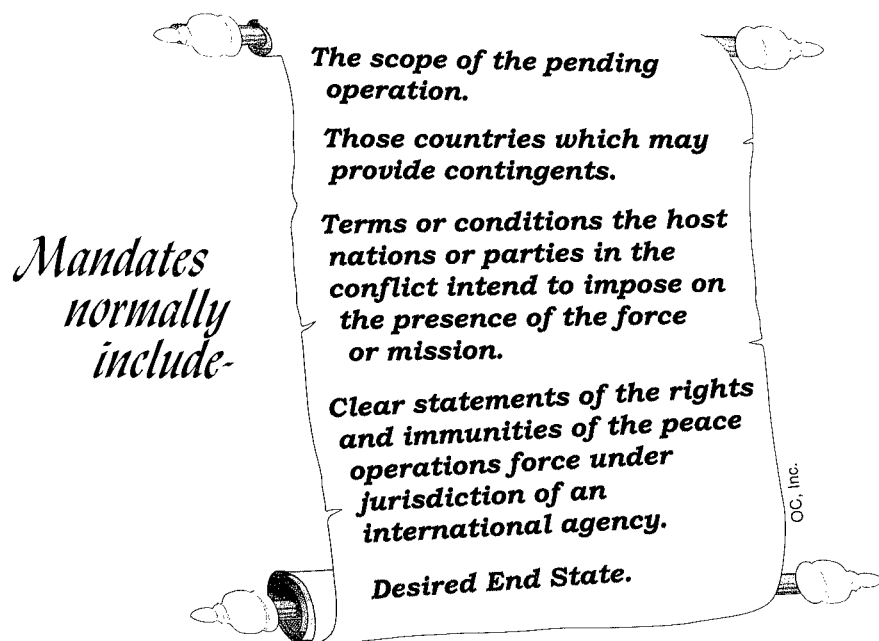


Figure I-2. Major Elements of a Mandate

Chapter I

3. Status-of-Forces Agreement

KEY TERM

SOFA:

- defines the legal position of a visiting military force.
- may be bilateral or multilateral.
- provisions may be in a separate agreement, or a more comprehensive agreement.
- describes how the authorities may control:
 - members of that force.
 - the amenability to the local law or to the authority of local officials.
- To the extent that agreements delineate matters affecting the relations between a military force and civilian authorities and population, they may be considered as civil affairs agreements.
- A SOFA or status of missions agreement (SOMA), (hereafter SOMA is included wherever the term SOFA is used) proceeds from the mandate. However, peace enforcement operations would not normally include a SOFA, except with the host country or countries from which operations are staged. With the advice of the concerned military commander, the diplomatic elements negotiate these agreements between the HN, sponsor, and contributors which establish the detailed legal status of peace operations forces. SOFAs must balance two fundamental factors: the independence of the forces versus the governmental authorities of the host government, and freedom of movement. However, as a minimum, SOFAs should include the following main points:
 - International status of the force and its members.
 - Entry and departure permits, to and from the HN.
 - The right to carry arms and the authorized type(s) of weapons.
 - Freedom of movement in the performance of service.
 - Freedom to exercise religion of choice.
 - Freedom of movement of individual members of the force in the HN.
 - The use of airports, harbors, and road networks in the HN.
 - The right to operate a communications system to include Armed Forces Radio and Television Service (AFRTS) and secure communications nets.
 - Postal regulations.
 - The flying of flags (e.g., UN and national).
 - Uniform regulations.
 - Application of "The Convention of the Privileges and Immunities of the UN." These privileges and immunities can be found in the "United Nations Guideline-Standing Operating Procedures for Peace-Keeping Operations." Refer to the JEL database for peace operations for this document.
 - Matters of jurisdiction.
 - Military police.
 - Tax and duty regulations.

- All aspects of the SOFA or stationing agreement must have the appearance of **total impartiality of the force.**

“Key to this business (peacekeeping operations) is absolute impartiality. Favoritism will get you in trouble if you show the slightest hint of it.”

Colonel H. C. Ross, Canadian Army, J-3 Operations, Canadian National Defense Headquarters

- Military and civilian personnel of the peace operation's force remain under the criminal jurisdiction of their own nations. A legal instrument should provide for the handing over of members of the force from the host government to their respective contingents for disciplinary action.
- **In the event the host government is nonfunctional, the United States will retain total jurisdiction over its forces.**

- Joint Pub 3-07.3 contains a sample SOFA.

4. Terms of Reference (TOR)

- Based on an analysis of the mandate and the situation, TOR are developed by higher authority to govern participation in peace operations. TOR may be subject to approval by the parties to the dispute.
- The UN Secretary General will usually send the TOR to the force commander of the mission in either letter or message format. This draft TOR should be reviewed and coordinated through appropriate US channels. TOR describe in general terms the mission, command organization and relationships, logistics, budget, etc.
- In non-UN operations, the United States together with other countries or in-

ternational/regional organizations would develop TOR that cover the same information as ones issued by the UN.

- TOR are often far less precise than is desirable from a military point of view for the following reasons:

- They may be rendered innocuous or ambiguous to obtain acceptance of the mission by the HN and other nations.
- TOR may have been quickly prepared to hasten publishing the terms and activating the mission.
- In a UN peacekeeping operation, there may have to be a compromise to obtain acceptance by all parties.

- Joint Pub 3-07.3 contains a sample TOR.

5. Mission Analysis

- One of the most important tasks is to conduct a detailed mission analysis. Normal procedures should be used by the staff in analyzing the mission. An example is a staff planning procedure that the Army and Marine Corps commonly use to help them in mission analysis that looks at mission, enemy, terrain and weather, troops and support available, time and space available (METT-T). In peacekeeping operations, the term “parties to the dispute” can be substituted for “enemy” in METT-T. Additionally, other planning factors which will have an impact on the analysis process include the cultural information and the political situation of the projected JOA.
- Throughout the mission analysis, if a mandate or parts of a mandate are unclear, you should take the necessary steps via higher authority to have it explained or redefined.

Chapter I

- A means available to influence a re-write of the mandate is to develop your own mission statement and coordinate it with higher authority. This also may provide you with the opportunity to clarify force structure requirements, end state(s), and “commander’s intent” with the supported combatant commander.
- Continuous mission analysis is vital to understand the mission and situation before entering the projected area of operations. For instance, are you to disarm civilians, establish lines of communications, monitor the collection and storage of heavy weapons, and/or perform other unique tasks?
- You also should be able to answer the following questions.
 - What is the mission going to achieve and how will the JTF achieve it?
 - Can the JTF accomplish its mission in the allotted time?
 - What and how much of the infrastructure should be restored?
 - Will the JTF projected actions solve the long-term problem? (This may be beyond your mission scope but still should be considered in the analysis process).
 - What are the requirements for interagency and multinational coordination?
 - What is the end state?
 - What are the requirements for transition?
- You need to appreciate and be able to forecast the longer term impact on the host nation (affected country) in contrast to the US particular short-term, military solution.
- The mission must be periodically reviewed to avoid both directed and self-imposed mission creep.
- A thorough mission analysis will help in deterring mission creep and any adverse impact on the actual mission.
- In most operations, it is difficult to deter mission creep because of the inherent desire of US personnel to do more than is required. This is especially true when faced with human suffering.
- Indicators of success need to be established and regularly reviewed--progress and success (victory) often are difficult to assess. Questions impacting mission success are highlighted in Figure I-3.
- **You have to recognize when the mission is not achievable**--without restructuring and/or commitment of additional assets, further action may result in a waste of resources.
- As with any mission, commanders at all levels must have a common understanding of the conditions that constitute success prior to initiating operations. In peace operations, settlement, not victory, is the ultimate measure of success, though settlement is rarely achievable through military efforts alone. Peace operations are conducted to reach a resolution by conciliation among the competing parties rather than termination by force. Peace operations are designed principally to create or sustain the conditions in which political and diplomatic activities may proceed.
- In peace operations, military action must complement diplomatic, economic,

Mission

informational, and humanitarian efforts in the pursuit of an overarching political objective. The concept of traditional military victory or defeat is inappropriate in peace operations.

task--the one thing that will stabilize the situation (e.g., establish secure convoy routes). This will help focus the mission and assists in emphasizing end state(s), force requirements, etc.

- It would be helpful during your analysis to identify the single most important

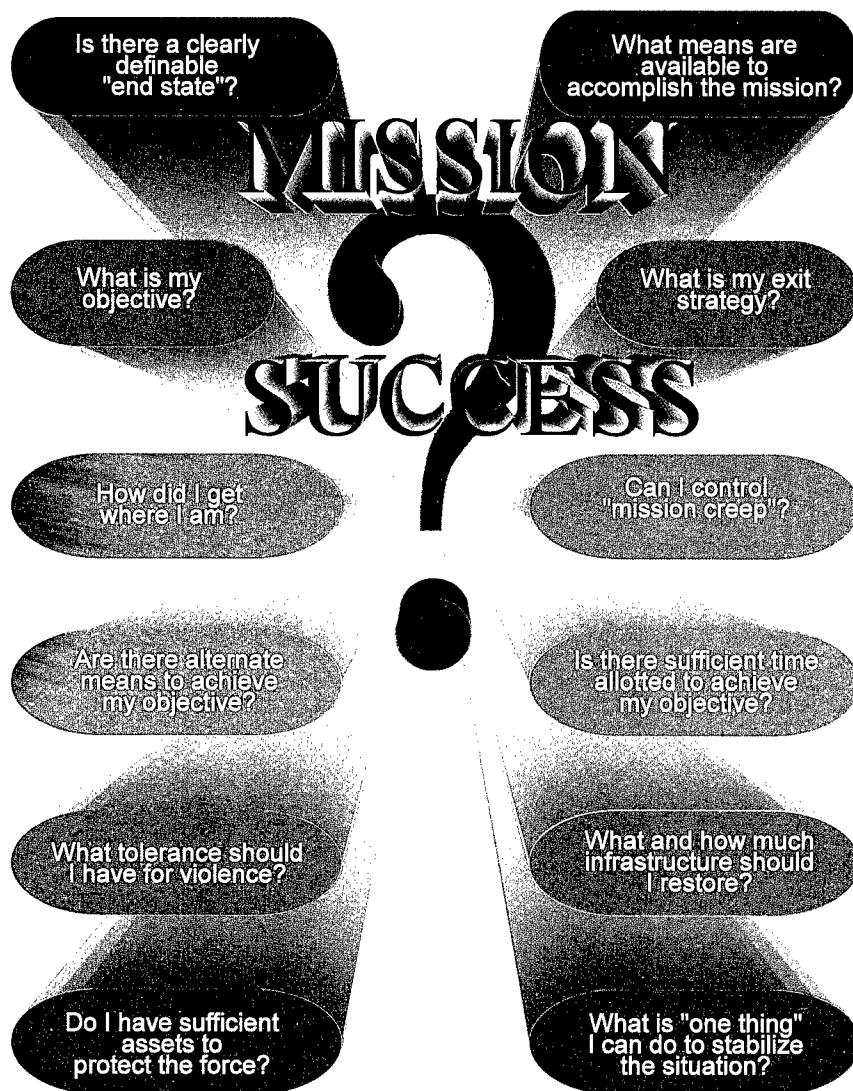


Figure I-3. Questions Relative to Mission Success

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Chapter I

• Figure I-4 illustrates the principles of military operations other than war (MOOTW) which apply to the conduct of peace operations. These principles may benefit you during the mission analysis and planning process.

• A valuable tool in the mission analysis process is the early deployment of an assessment team to the projected area of operations.



Figure I-4. MOOTW Principles Applicable to Peace Operations

Mission

•• The assessment team may help in clarifying the mission by actually deciding what needs to be accomplished, what type of force is required to accomplish it, the proper sequence for deployment of the force, availability of in-country assets, and what ongoing operations are being conducted by organizations other than military forces. Depending on the type of peace operation (e.g., peacekeeping), some of the above information will be mandate directed. This should not prevent you from emphasizing your requirements to the supported combatant commander.

•• Composition of this assessment team varies. You should consider the following individuals for team membership.

- Commander or designee
- J-2
- J-3
- J-4 and key logistics planners
 - Engineering personnel

- Transportation personnel
- Contracting personnel
- Medical personnel
- J-6
- Legal personnel
- Chaplain ministry team
- Special operations forces (SOF)-planners
- OFDA/DART representatives
- Public affairs personnel
- Embassy liaison officer
- CA personnel
- PSYOP personnel

•• **The assessment team can validate the mission analysis process, reduce duplication of effort, and provide for a rational division of labor.**

•• The members of the assessment team should be part of the JTF that will participate in the actual operation, when possible.



Combat Camera

Peace operations forces arrive in-country via charter aircraft.

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The Commander for the United Nations Transitional Authority in Cambodia was able to participate in the UN's military survey mission to that country. "With this experience he was able to help shape the structure and composition of the military force before its deployment. In addition, his time in Cambodia gave him a first-hand look at the terrain, the people, and the leaders of factions with whom he would have to interact."

COL K. Farris, USA
UN Transitional Authority in Cambodia

- Development and refinement of ROE are an important function during the mission analysis and assessment process. See Chapter V for detail.

- Additionally, resource and funding requirements need to be addressed during the assessment process.

- Because of the assessment and the total mission analysis process, the identification of an end state(s) should be attainable.

6. Fundamentals

- Peace operations are conducted in a dynamic environment, shaped by a number of factors that strongly influence the manner in which operations can be conducted. Successful commanders must grasp the importance of these factors. Figure I-5 illustrates the critical variables of peace operations--the level of consent, the level of force, and the degree of impartial-

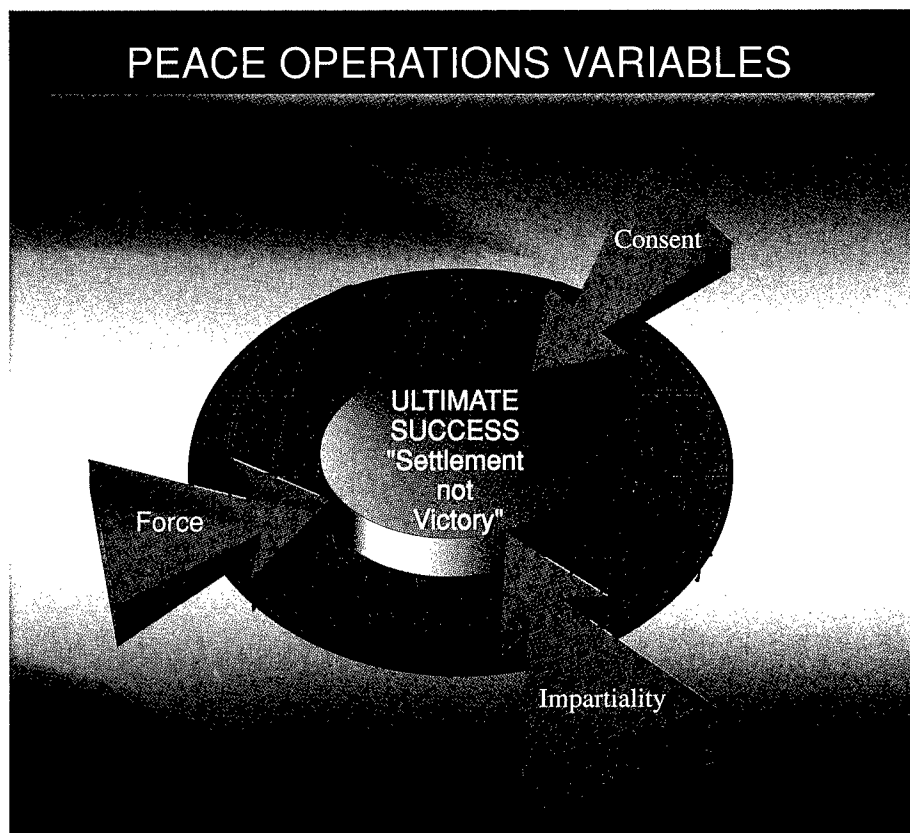


Figure I-5. Peace Operations Variables

ity. The degree to which these three variables are present will play a major role in determining the nature of the operation and force tailoring mix. They are not constant and may individually or collectively shift over the course of an operation.

- Commanders who are aware of these variables and the direction in which they tend to move may be more successful in influencing them and thereby controlling the operational setting. In order to exercise control, they must be able to influence the variables and the pace and direction of change. Success in peace operations often hinges on the ability to exercise situational dominance with respect to the variables; failure is often the result of losing control of one or more of them.
- Assessments of the level of consent are political-military in nature and possibly policy driven. Such assessments are factors in determining force tailoring for operations.

7. End State

- End state refinement is a continuous process.
- An important step in the mission analysis process is to be sure that there is a clearly definable end state(s). From the end state, the drawdown, handover, and departure data should be determined.
 - Although an end state may be difficult to define in peace operations, you should strive to refine the mission to ensure one exists. As previously stated, being prepared early to develop your own mission statement and coordinate it with higher authority may allow you the opportunity to clearly identify an end state(s).

- The above process also may serve as the impetus for all militaries, UN, and other organizations involved in the operation to agree on what needs to be accomplished or what is acceptable to reach an end state(s). Conditions required to reach an end state must be made known.

- Without a clearly defined mission statement from you which includes the end state, your component commanders and other multinational members cannot develop or define their implementing and supporting tasks.

- CJTFs should develop criteria to define mission success. These criteria may be defined by nontraditional tasks such as peaceful resolution of conflict, vice traditional criteria such as destruction of the enemy. This will require the JTF to look beyond conventional warfighting criteria to take into account, the unique characteristics of the specific peace operation.

8. Mission Considerations for Multinational Forces

- As a JTF commander in peace operations, you will probably operate with multinational forces. There are numerous considerations that should be evaluated before you assign missions to these forces.
- Missions should be assigned that are appropriate to each multinational force's capability. The key to assigning missions to multinational forces is a clear understanding of their capabilities, political will, and their national interests in the operation.
- Command and control issues, force capabilities, cultural and historical backgrounds, religious beliefs, logistics, training, and political goals and objectives all

Chapter I

impact the coordination of multinational operations. Based on the above, it is difficult to “put together” a multinational operation.

- Consequently, many things that influence the performance of multinational forces are out of your control. Nonetheless, you should devise a program or system to evaluate these forces before mission assignment. For example, a US commander in Somalia conducted leaders’ reconnaissances with all of his commanders, including multinational leaders. He was then able to evaluate their leadership, self-discipline, moral commitment, knowledge, capabilities (individual, unit, and equipment), etc., prior to mission assignment.

- Additionally, you can determine what is an acceptable “degree of risk” for multinational forces.

- Multinational forces may or may not arrive in the theater of operations simultaneously with the JTF. This may impact on transition planning.

- Operational restraints of other countries’ militaries will affect your operational capability. Some of these countries cannot participate in peace operations with equal zeal because of political constraints that exist in their countries.

“One of the nations with a sizable contingent in Cambodia had a particularly low level of tolerance for casualties, which directly affected operational planning.”

COL K. Farris, USA
UN Transitional Authority in
Cambodia

- A means of alleviating some of the concerns in working with multinational forces

would be to issue them “mission-oriented orders.”

- These type orders appear to provide the best results and give a more positive sense of national pride.

- Another recommendation would be to issue separate mission orders to each multinational force. This may not only work better but also support, to a greater extent, each country’s national objectives. From past experience, some countries withdrew from offensive operations. To have forced these countries to participate in such operations would not have been in their best interest nor would have supported the goals of the UN.

- In multinational operations, there should be centralized planning and decentralized execution.

- More simply stated, some countries are good for Chapter VI operations, but not for more aggressive operations.

- Strategic implications of all actions must be considered because of the nature of peace operations and competing multinational interests.

“The general in charge of a multi-battalion UN force once ordered a subordinate commander to seize an area where snipers were hiding as they fired at UN soldiers. The subordinate feared the task would entail casualties between his own troops and get him into hot water with his home-country superiors, so he stalled for time. Then he contacted national-level authorities in his country ...to ask whether or not he should obey his tactical orders from the United Nations.”

LTC J. H. Baker, USA
Parameters, Spring 1994

- The intent of this section was to highlight the importance of using “common sense” when dealing with multinational forces. Regardless, if you communicate with them collectively or singularly, **the one factor that must remain constant is that these forces are treated as partners with trust and confidence.**

9. Additional Considerations

- Political issues often affect all aspects of your military mission. It is not uncommon for political decisions to take precedence over military requirements.

- For example, the size of a force may be influenced more by political decisions than military requirements. The personnel strength of a force preparing for deployment to Somalia was artificially capped at 10,200. This was not based on mission analysis, but on political decisions.

- Normally, political issues are beyond your scope of authority, but when pos-

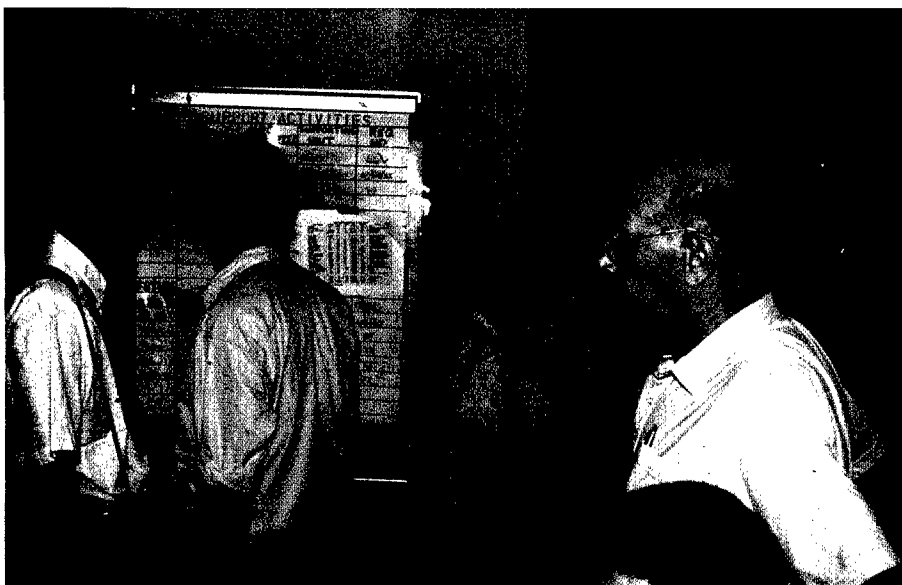
sible you should try to influence them if they affect mission accomplishment.

- As previously stated, other types of operations (e.g., development or humanitarian relief operations) may be in progress prior to arrival of the JTF in the projected area of operations. NGOs and PVOs are often conducting activities well before the arrival of military forces. Consideration should be given to acknowledging and coordinating some of these activities with your overall plan.

“By 1993, there were more than 100 such groups (NGOs and PVOs) in Cambodia. Some had been there for ten years; for much of that time they constituted the only foreign presence in the country.”

**COL K. Farris, USA
UN Transitional Authority
in Cambodia**

- In further analyzing the mission, you should also consider the regional strategy for the projected JOA.



NGO/ PVO members and military representatives at meeting to discuss humanitarian relief operations.

Center for Army Lessons Learned

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- Regional strategy can be obtained from the supported combatant commander.
- The State Department can also provide this information with an appreciation for how the regional strategy affects the countries involved in projected operations.
- In peace operations, traditional roles and functions of the military will be greatly expanded to support taskings.
- As the commander, you should be prepared to start the planning process and exert your influence in mission development to ensure what you are being told to accomplish is feasible in the allotted time. Remember, quick "hit and run operations" do not normally lead to long-term solutions for peace operations.
- Your capability to accomplish the mission may depend on your ability to recognize and deal with the competing dynamics in Figure I-6.

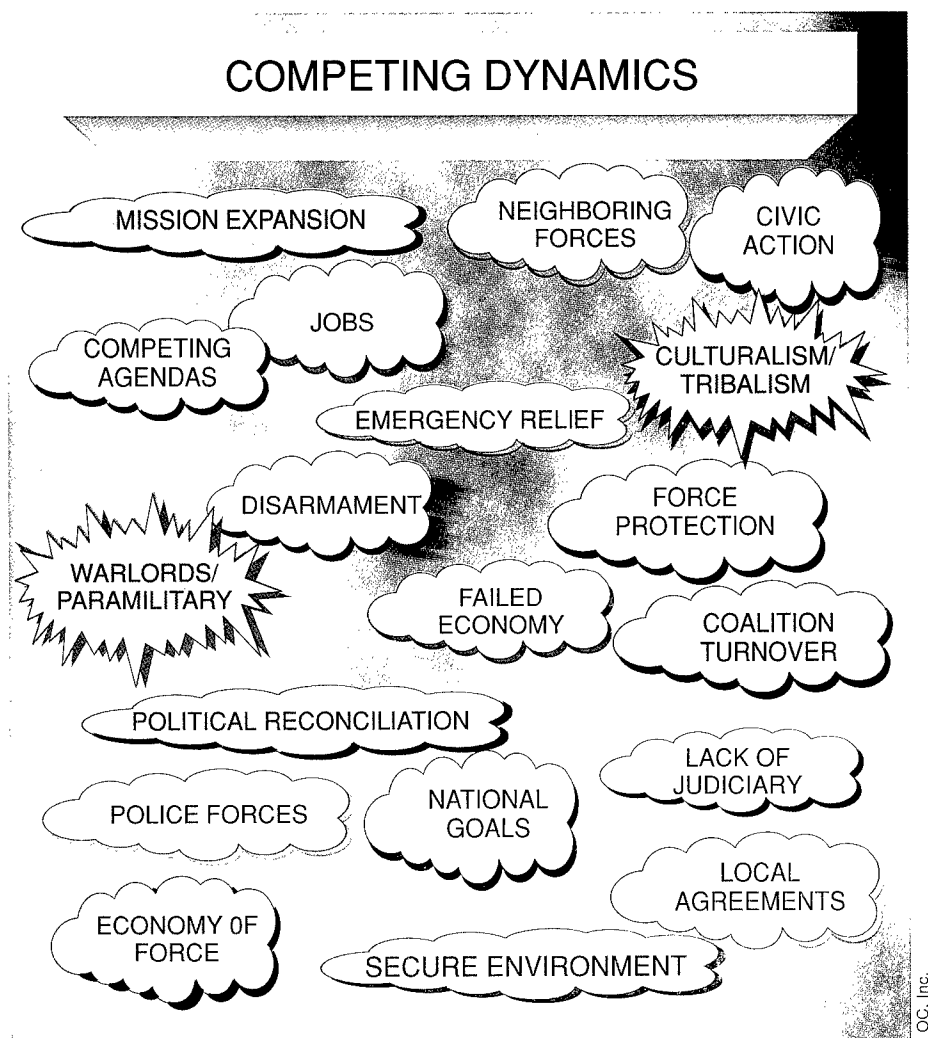


Figure I-6. Mission Success Equals Solving "Competing Dynamics"

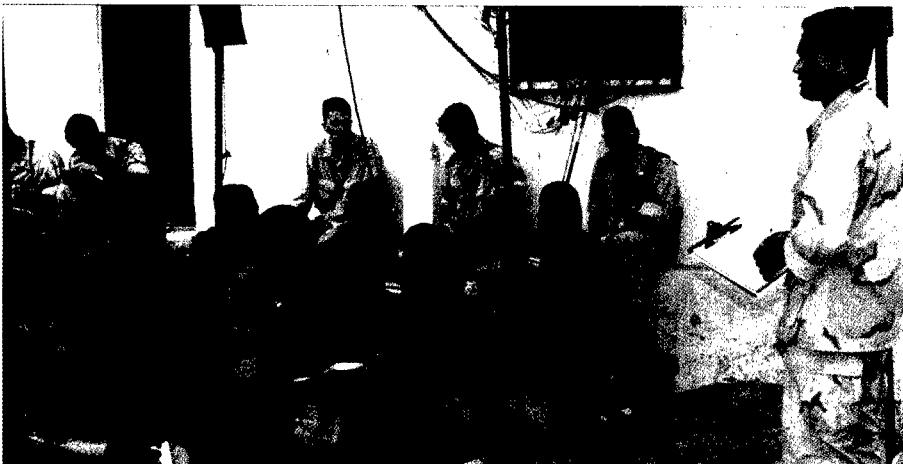
CHAPTER II

JTF ORGANIZATION

“Nothing that I have ever been taught prepared me for the mental jump needed to go from being Chief of Operations in NATO Army Group to being Chief of Staff of a UN operation, where I had to bring together the staff from ten different nations and staff the deployment in less than 3 weeks from the Security Council Resolution.”

Major General R. A. Cordy-Simpson, UKAR

SECTION 2-1 STAFF ORGANIZATION



Combat Camera

A diverse expert staff is essential.

1. General

- This section addresses the broad aspects of staff organization. Other sections will cover specific topics such as PSYOP, CA, civil-military relations, public affairs and media, and intelligence.

- In addition, this section does not reflect all possible staff organization options. It does, however, highlight options and recommendations gleaned from interviews with former JTF commanders and staff officers.

- The JTF staff is normally formed from an existing headquarters, usually not below the level of Army Corps, Marine Expeditionary Force, Navy Fleet, or Numbered Air Force.

- It will be necessary to obtain key players for responsible positions from the other Services/components to make your staff representative of the force and fully capable.

- When forming the staff, the need for experienced personnel possessing a broad view cannot be overemphasized.

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- The staff must be capable of making quick, competent recommendations and decisions.

- The importance of knowing and being able to rely on key players may require you to handpick some members of your staff (e.g., chief of staff, J-3, etc.). This option is important because personalities often play a significant role on a staff and the commander must be able to reach a comfort level with key staff members.

- Staff officers who augment the JTF nucleus from combatant commands or the Services should be trained as part of a joint training and exercise program (e.g., US Atlantic Command's training program for potential JTF commanders). **Obtain the "best and the brightest" augmentees. They should possess the following attributes:**

- Knowledge, confidence, forcefulness, etc.

- Preparedness to represent their Services and units.

- An understanding that they are the de facto Service "experts."

- Ability to work as part of a joint team (no Service parochialism).

- Additional requirements for military personnel to augment the JTF staff should be immediately identified to the supported combatant commander. In turn, the Services must support requests for augmentees to enhance the JTF's capability to plan and execute operations.

- The requirement for units and personnel that are found mostly in the reserve component establishment also should be incorporated in this planning.

- Early identification of a requirement for reserve component units and personnel is necessary to hasten their availability.

- Your "personal staff group" (e.g., public affairs officer, political advisor, chaplain, etc.) becomes the focus of operations more than in conventional combat operations. They should be directly accessible to you; they must not work in isolation.

2. Staff Requirement Considerations

- **The successful commander integrates civilian organizations, political representatives, and the military into the staff (planning process).** In Somalia, a CMOC was established and proved to be a great success. **It provided a forum for all sides to be heard.**

"The center [CMOC] was an effective, innovative mechanism, not only for operational coordination, but to bridge the inevitable gaps between military and civilian perceptions. By developing good personal relationships, the staffs were able to alleviate the concerns and anxieties of the relief community."

**Ambassador R. Oakley
President's Special Envoy
for Somalia**

- Personnel from NGOs and PVOs can provide the civilian representation. As discussed in other sections of this handbook, these organizations can provide expertise in alleviating human suffering.

- Ensure these organizations are part of the overall planning, development, and training process.

JTF Organization

- These organizations may be wary of involvement with the US military. A positive approach by the military can improve this relationship.
- Invite political representation to the staff. This may provide you with an avenue to coordinate your operational requirements with political objectives. The objective should be consistency in military and political statements--releases and agreements.
- **Interpreters are critical to mission success.**
 - You must immediately address the requirement for interpreters. Often it takes long-lead times to identify and deploy these individuals.
 - Communications with the local populace and multinational forces can be greatly hindered without interpreter support.
- As part of your logistics organization, include experienced contracting officers on your staff.
- Recommend deployment of chaplain ministry teams as early as feasible.
 - Chaplains provide an outlet for your military personnel to confide in--those things they may not tell a "buddy."
 - Chaplains also may be better attuned to the religious sensitivities in the projected JOA.
- Your staff should include experienced operators for the Worldwide Military Command and Control System (WWM-CCS), the Global Command and Control System (GCCS), and the Joint Operation Planning and Execution System (JOPES). These individuals will be major contributors in assisting with deployment and re-deployment of forces, managing the time-phased force and deployment data (TPFDD), etc.
- Recording lessons learned is an important function of any operation. To hasten this process, you may want to form a "**lessons learned cell**" as an integral part of the staff.
 - The supported combatant commander may be able to provide personnel to help in this endeavor.
 - A lessons learned cell would require some independence to be effective. It should not become entangled in the decision-making process.
- Establishment of a "**future operations cell**" may prove beneficial, especially in an operation of long duration. Planning for drawdown and withdrawal should be a function of this cell. Membership should come from your staff.
- A **Joint Visitors Bureau (JVB)** can schedule distinguished visitors.
 - The director of the JVB should be a senior officer. Reservists with a protocol background, etc., have been used in this position successfully in past operations.
 - The JVB staff should be comprised of representatives from all the Services. Multinational representation may be required.
 - Recommend the JVB be established as a separate entity and not as part of the JIB or public affairs office (PAO).
 - The PAO may have to provide support to the JVB but probably will not have the time to operate it.

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- Handling distinguished visitors is normally a full-time responsibility.
- In-country training may be required for some members of the JVB.
- JVB security personnel will probably need training in executive protection, antiterrorism, patrolling, communications, etc.
- JVB augmentees may require training in the proper handling of distinguished visitors especially foreign visitors.
- JVB communications capability is vital to success.
- During operations in Somalia, Marine Forces Somalia and SOF elements formed a **“coalition forces support team” (CFST)** to process incoming multinational forces.
- The JTF recognized the value of the CFST and used it to ensure the proper disposition of all incoming multinational forces.
- The CFST provided such things as prearrival planning, briefings, initial billeting, deployment within country, etc.
- For future operations, it may be worth establishing a similar type organization.
- Consider media representation in the staff development process. The relationship you build with these individuals will greatly influence the cooperation you receive from them.
- Recommend using multinational members on your staff. This may allow you to gain insight into the capabilities of their respective forces early in an operation.
- Multinational forces should be treated with trust and respect--the staff will follow your lead.
- **The military staff that remains narrowly focused may hinder success--any signs of “stove-pipe” thinking should be eliminated.**
- Other staff requirements are discussed in subsequent chapters and sections of this handbook.

SECTION 2-2 PSYCHOLOGICAL OPERATIONS AND CIVIL AFFAIRS

“The former supporting functions of civil affairs and psychological operations will become a centerpiece of peace operations and a much more critical part of your daily responsibilities.”

**Anonymous
Operation RESTORE HOPE**

1. General

- CA provides you with the link between US forces and the civilian government, populace, and various international organizations, NGOs, and PVOs operating in the area. CA, in conjunction with the staff judge advocate, may apprise you of your legal and moral obligations with respect to the civilian populace thereby enhancing the mission's legitimacy.

- PSYOP is your voice to all the populations in the affected nation. PSYOP ensures that the impact of the JTF's actions on those populations are what you intended. PSYOP provides you with the capability to influence populations and affected governments. This access is essential to maintaining credibility and impartiality.

- CA and PSYOP personnel are force multipliers. Ensure they become an integral part of mission planning.

- Both the CA and PSYOP supporting operations developed by the respective staff officers of the JTF are integrated into the operation order by the J-3. Due to the political sensitivity of these areas, approval authority for these operations normally remains with the NCA or Office of the Assistant Secretary of Defense (Special Operations/Low Intensity Conflict) (OASD (SO/LIC)). **However, the implementation of these operations remains with you.**

- Realize that CA and PSYOP units are special operations forces (SOF) and as such must be requested from the United States Special Operations Command. Active component CA personnel are "generalists" who provide a quick response CA capability to the JTF. They may require augmentation by CA specialists from the reserve component

who may not be immediately available for deployment or employment. PSYOP capabilities within the active component include both planning and execution assets that are regionally oriented and immediately deployable.

- At the earliest opportunity, identify to the supported combatant commander your requirement for CA and PSYOP units and staff augmentation.

- The legal limitations of reserve call-up should be explored through discussion with the supported combatant commander.

"I think all our conventional leaders and commanders need to understand and work more closely with Special Operations forces--Special Forces Operational Detachments, Civil Affairs, and PSYOP teams. This marriage must occur; we've got to force it. We cannot succeed on the modern battlefield without cooperation among these elements."

**BG L. Magruder, III, USA
CG, Joint Readiness Training Ctr**

2. Psychological Operations

- Obtaining and maintaining a PSYOP staff officer on the J-3 staff is essential to planning for and coordinating PSYOP support with both the supporting Joint PSYOP Task Force (JPOTF) and the supported combatant commander.

- **OASD (SO/LIC) permission is required before PSYOP can be initiated.** The supported combatant commander's PSYOP staff officer is the conduit for achieving this permission and the PSYOP forces required to execute PSYOP.

- Ensure you have and exercise approval authority over PSYOP products, activities,

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and programs. Coordination between PAO, CA, NGOs, PVOs, political advisor, and PSYOP is imperative.

- PSYOP is employed by you to communicate with the local/target audiences. Some critical objectives of PSYOP may include:

- Enhancing safety and security of the force by:

- Explaining JTF mission and forestalling the development of false expectations.

- Providing a nonthreatening means for communicating with the local populace.

- Facilitating the conduct of operations by providing you with the forum for providing instructions to the local populace.

- While the PAO effort is focused towards the international and US media, PSYOP efforts are directed towards achieving your objectives through communicating with the local and regional audience.

- The staff PSYOP officer provides advice and a focal point on your staff for coordination; the supporting JPOTF develops and executes PSYOP products and programs.

- The JPOTF is task organized in accordance with requirements of the supported commanders and may include all or some of the following elements: loudspeaker teams, a Product Development Center, command and control (C2) element, and print, radio, and/or television production and broadcast elements.

3. Civil Affairs

- Initial situation assessment by the civil-military operations staff officer is crucial to the proper staffing of the CA supporting element.

- CA provides direct support as well as support in four specialty areas: government, economics and commerce, public utilities, and special functions.

- Civil-military operations should be integrated into your overall mission execution plan.

- Information gathered by CA personnel from various civilian entities greatly enhances the overall intelligence effort.

- Civil-military operations complement the overall PSYOP theme and may be used by the PAO in releasing information concerning mission success.

- CA, NGOs, PVOs, and international organizations should strive to work closely together. NGO and PVO capabilities are discussed in Section 2-3 of this handbook.

4. Additional Considerations

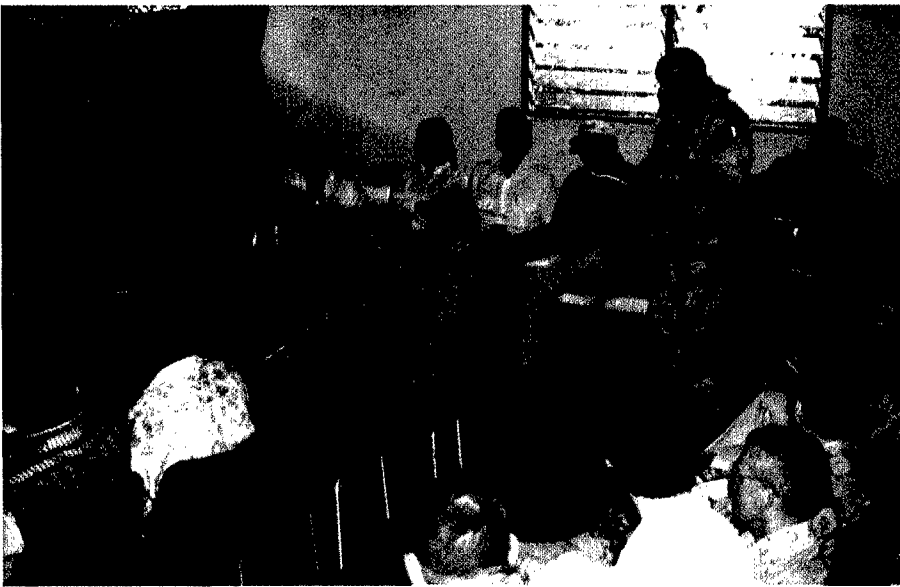
- CA, PSYOP, and public affairs actions can dramatically affect the perceived legitimacy of peace operations. CA actions should reinforce (and be reinforced by) PSYOP themes and actions. PSYOP themes and actions should be coordinated with PAO initiatives to avoid creating a dichotomy (real or perceived).

- **It is particularly important to bring functional activities not normally associated with your staff to their attention since most staffs are concerned with “warfighting” vice “peace operations.”**

SECTION 2-3 CIVIL-MILITARY RELATIONS

“Instead of thinking about warfighting agencies like command and control, you create a political committee, a civil military operations center (CMOC) to interface with volunteer organizations. These become the heart of your operations, as opposed to a combat or fire-support operations center.”

LtGen A. C. Zinni, USMC
CG, I MEF



Center for Army Lessons Learned

CMOC members meeting to coordinate activities.

1. General

- Civil-military relations are important to successful peace operations. They can create economic, political, and social stability as they encourage the development of the affected nation's material and human resources.
- The ability of the JTF to work with all organizations and groups is essential to mission accomplishment--a relationship must be developed between military forces, civilian authorities, humanitarian

organizations, religious organizations, and the population.

- One means of fostering this relationship is to develop a formal working arrangement with NGOs and PVOs in the projected JOA. The creation of a CMOC (which is discussed later) may facilitate in solidifying this relationship.
- A policy must be developed that addresses transportation of non-DOD personnel (e.g., NGOs and PVOs) aboard US military aircraft.

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2. Nongovernmental Organizations and Private Voluntary Organizations

KEY TERMS

Nongovernmental Organization (NGO):

- Refers to transnational organizations of private citizens that maintain a consultative status with the Economic and Social Council of the United Nations.
- NGOs may be professional associations, foundations, multinational businesses or simply groups with a common interest in humanitarian assistance activities (development and relief).
- NGO is a term normally used by non-US organizations.

Private Voluntary Organization (PVO):

- Private, nonprofit humanitarian assistance organizations involved in development and relief activities.
- PVO is the equivalent term of NGO.
- NGOs and PVOs are organizations with dedicated personnel. These organizations are working in most of the potential trouble spots in the world. They should be looked to as a resource with vital experience, and should be accepted as full partners, beginning with planning and continuing throughout the execution of a peace operation.
- Most NGOs and PVOs are very capable of performing humanitarian tasks and have great cultural awareness. The military can function as an enabling force to work with PVOs and NGOs, and can coordinate the effort, but will have little

control over these organizations. However, the JTF's military assets can be the lever to facilitate cooperation.

- You need to know the location of NGOs and PVOs in-country. This may include the location of warehouses and storage areas being used by these organizations.

“What's the relationship between a just-arrived military force and the NGOs and PVOs that might have been working in a crisis-torn area all along? What we have is a partnership. If you are successful, they are successful; and, if they are successful, you are successful. We need each other.”

**GEN J. M. Shalikashvili, USA
Chairman, JCS**

- When working with these organizations, you must be prepared to give if you want something in return.
- As the JTF commander, you should:
 - Work with other military and civilian officials to become aware of the responsibilities, capabilities, goals and objectives, and limitations of civil organizations, NGOs, PVOs, and military elements involved in peace operations.
 - Be aware of and understand the capabilities of an umbrella association called “InterAction,” which is normally involved in disaster relief and response.

InterAction- An association of 154 United States-based private humanitarian organizations working in 189 countries. The central focus of its members is to alleviate human suffering and to promote sustainable development. For example:

- *Food for the Hungry*
- *CARE*
- *International Aid, Inc.*

- A more complete description of each of these organizations is provided in the JEL database.

- Conduct planning, preparation, and training with civilian organizations prior to deployment.

- Develop, with the civilian agencies, a list of common concepts, goals, and procedures at the operational level that can be used throughout the entire operation.

- Reinforce a positive attitude with your staff and other military personnel toward the capabilities of NGOs and PVOs.

- Realize as conditions improve in the JOA and the duration of the operation lengthens, agendas change to include those of NGOs and PVOs--mutual co-operation may be more difficult to achieve.

- Share lessons learned with appropriate organizations.

3. Civil Military Operations Center (CMOC)

- **Recommend you establish a CMOC.**

- A CMOC can serve as the primary interface between all humanitarian organizations (NGOs and PVOs) and military forces.

- Key members of the CMOC should include selected JTF and Service component staff members and DOS representatives to include USAID, OFDA/DART. To ensure continuous coordination and cooperation among all the players in the region, members of the CMOC, as well as UN agencies' representatives, military liaison personnel from participating countries, representatives from NGOs and PVOs and other governmental agencies, should meet frequently to discuss problems and coordinate actions (both short- and long-term). This will facilitate better communications among all participants in the operation. The composition of a notional CMOC is illustrated in Figure II-1.

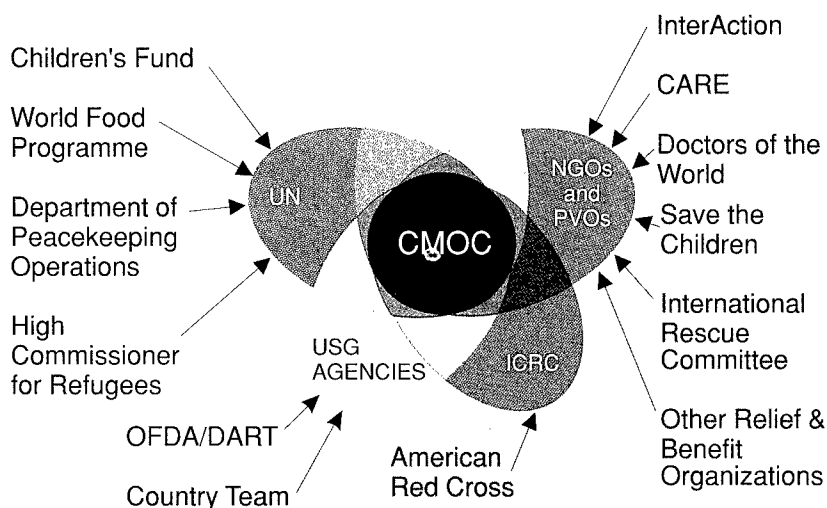


Figure II-1. Sample Composition of a CMOC

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“In Somalia, a daily meeting was held where the NGOs were briefed on the current situation from all military participants. A review of ongoing humanitarian actions was briefed by NGOs and security requests for throughout the country were processed by the assisting units. In addition, the CMOC served as the venue for UN humanitarian programs to operate from. Organizations such as Food and Agriculture, Education, and Water held coordination meetings at the CMOC and developed nationwide plans for operations in-country.”

US Army Forces, Somalia, 10th Mountain Division (LI)

4. Additional Considerations

- Programs that are started must be sustainable once the JTF redeploys. Organizations such as NGOs and PVOs can provide sustainability; this assists in the long-term peace operations solution.

“In many instances, NGOs are the end of the line--without them there is no hope.”

**Barbara Smith
International Rescue Center**

- NGOs and PVOs are important resources who can provide excellent information on local customs, infrastructure, local government structure, procurement and pay scales, and relief assessments.
- They also can provide technical expertise such as:
 - Disaster relief or development.
 - Feeding programs, agriculture, public health, water, sanitation, etc.
 - Local solutions for local problems.

SECTION 2-4 PUBLIC AFFAIRS AND MEDIA

“From their inception, contingency operations are high visibility. The American/world publics, families of Service members, the news media, and the government have an insatiable demand for information that must be made readily and immediately available.”

**Joint Universal Lessons Learned
No. 70344-88264 (06186)**

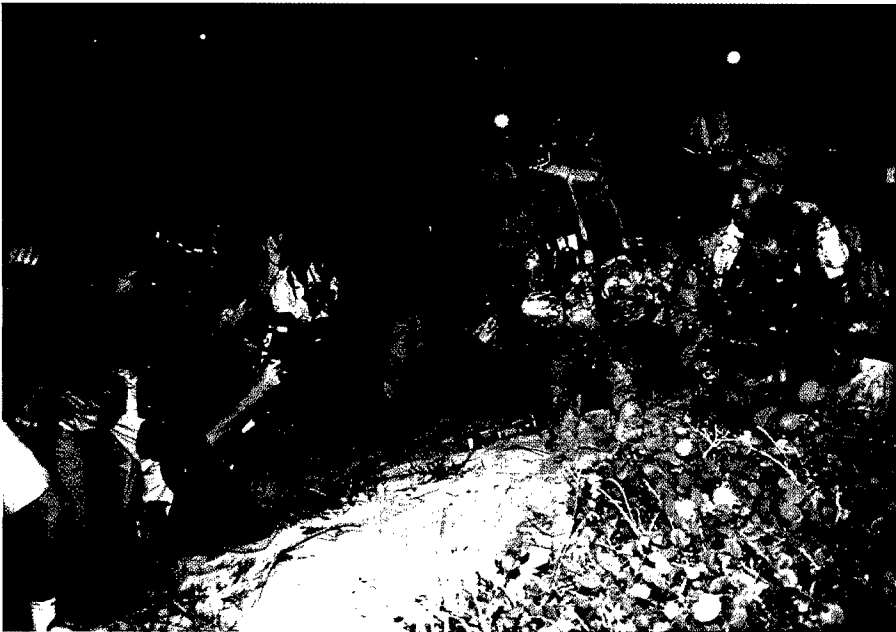
1. General

- Dissemination of information to the world's public is now, more than ever before, a media event. Cameras are rolling and stories are filed before forces even “hit the beach.”
- The relationship you and your public affairs staff develops with the media will be critical to both the operation as well as your story being accurately told.

JTF Organization

"The media gives you a chance to tell your story. You never get a second chance to create a first impression."

Col G. Anderson, USMC
Deputy Director
Marine Wargaming Center



Sigma Photo by Patrick Robert

Navy SEALs coming ashore in Somalia--surrounded by a horde of media.

- The media can be an ally and an additional source of information--how much of an ally may depend on you.
 - To help in handling the media and providing maximum coverage of all important events, **the JTF should deploy with public affairs assets as part of the command group.**
- ## 2. Public Affairs
- Upon arrival in country, you must be prepared for a tidal wave of media--your media policy must be developed before deployment.
 - It would be better to initially deploy additional personnel and equipment and scale back rather than lose control of the media impact on operations.
 - Peace operations are normally more open to the public; more information is expected to be released.
 - You need to rehearse what you are going to say to the media prior to your arrival in the JOA. A predeployment media relations "refresher" will enhance your ability to address varied interests and agendas of the international media.
 - The PAO should be viewed as a force multiplier and be part of operational planning.

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- The PAO should establish information goals based on your guidance.
- The PAO and PSYOP staffs should coordinate efforts.
 - PSYOP can use public affairs announcements and releases. However, public affairs cannot employ PSYOP.
 - News media coverage of PSYOP activities can benefit the JTF.
- Establish a JIB. A representative from the JIB should be present at your meetings and briefings. Additionally, a representative also should attend the CMOC or similar civil-military organization meetings.
- Internal information is important to your personnel and their families at home. Consider the use of AFRTS assets in-theater to communicate and provide news to troops. Ensure your PAO is getting the good word on your activities back to the homefront.
- Make as much of the operation unclassified as possible; this may enhance the flow of information.

3. Procedures in Working with the Media

- Some rules and procedures for dealing with the media are as follows:
 - A coordinated media policy must be established.
 - These rules should be promulgated to all participating military personnel as well as the media.
 - In working with the media, be honest and accurate and be prepared to pro-

vide support when possible (e.g., transportation, meals, billeting, emergency medical treatment, liaison personnel, etc.).

- In dealing with the media, the United States must speak with one voice, both politically and militarily. Coordinate with the combatant commander, DOD, and State Department (Country Team).
- The media should see an identifiable end state and progress in moving toward it.
- Aggressively counter inaccurate information with subject matter experts.

“CNN is everywhere, and where CNN goes, all the other media outlets swiftly follow. Censorship today is virtually impossible, with backpack satellite-broadcast systems and telephones that allow reporters to file their copy from anywhere in the world. That access gives the news an immediacy that drives the political process in ways that can be very unhealthy, particularly when so many of the decisions makers have no experience of the world about which they are making decisions of life and death.”

James Adams
Washington Bureau Chief
London Sunday Times

- The media will want to talk to the field commanders and their troops.
 - Generally, this is a good idea.
 - Avoid “dog and pony” shows. Most experienced media will immediately spot them.

JTF Organization

- It is better to let the media talk to the troops. (They will anyway). Guidance to the troops should be:

- You are free to talk to the media.

- Stay within your area of expertise.

- Do not speculate.

- Do not comment on policy.

- Facilitate media coverage of a highly successful NGO or PVO operation. Such operations often are good yardsticks to measure success or failure with the media.

- It is important not to put the media in a position of appearing as agents of the JTF commander.

- The media normally will go to great lengths to remain impartial; however, some individuals may have their own agendas and biases.

- Expect a wide range of competencies among the media.

- Most are very professional, courageous, highly ethical, and as dedicated to their profession as you are to yours.

- They often have no military background; however, they will usually work to gather the facts and present an accurate story.

- Treat them with the respect you expect and never underrate their capability to gather information.

- They can be tenacious and may have sources of information not available to you.

“In general, there is a bell curve; the good journalists are willing to share the same hardships as the military. Less capable journalists are more often found filing their stories from five star hotels.”

**Col F. Peck, USMC
PAO, HQMC**

- Most of the professional news organizations come prepared (either with the necessary logistics support or money to buy it). As a rule, if you invite the media to come with you, either be prepared to provide them with transportation or include their vehicles in your entourage.

- If the media chooses to accompany the military, they will be under your protection and rules. If they choose to leave, they are on their own.

- More accurate and positive reporting will be made by the media if they are familiar with your mission.

- Be aware that countries other than America will be interested and following your operation. The media dispatched to cover your activities will have an international makeup and will report from a widely diverse perspective. In fact some journalists may be politically aligned with organizations with an opposing or unsympathetic view of your position.

- Your command has an important story to tell. Your force's activities are “news” to both international and national audiences. **You are the most believable spokesperson to represent the force.** Preparation and practice on your part will result in newsworthy, informative articles and programs that may be read and seen by millions of readers and viewers.

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- News travels fast and rumors travel faster. Be aggressive and proactive in your media/PA activities. Facilitating coverage of your activities is a media control measure. **Market your good works to the media.**
- A lack of communication capability and cultural differences in Third World countries may require you to communicate face-to-face with these countries' representatives.
- Regular briefings keep information flowing to and from the media.
- A "media survival guide" is shown in Figure II-2.

A MEDIA SURVIVAL GUIDE

"Generally, it is in the institution's best interest to deal honestly and in a timely manner with the media. If you do not play, you surrender to your critics who will be eagerly at hand."

Understand the media's obsession with speed, and through daily contact, keep working to win the battle of the first media perception.

Leaders must learn to take time to articulate their positions to the media. They must use short, simple language that the media will use and the public will understand.

Use the media to inform the public proactively, not just to react to critics.

Understand that the news is almost always skewed toward the side of those willing to talk to the media, and against those who say "No comment."

Remember that CNN will correct the television record, while other networks rarely will do that because of time constraints.

Realize that there are reporters who do want to be accurate and have balanced stories. Too often editors or television producers get in the way and interject the political or budget spin on an otherwise positive story about our people. Getting reporters out to the fleet, field, or factory floor is a beginning.

Play the media game. Understand there are times for a low profile, but more often, a media opportunity to tell your story should not be lost because of fear. We need to tell people, through the media, what we are about.

Do not be thin-skinned. We will not win every media engagement, but we must continue to communicate to our people and to the public."

Rear Admiral Brent Baker, USN (Ret)

Figure II-2. Media Survival Guide

- An excellent source to obtain additional information on dealing with the media is an appendix to the "Operational Law Handbook." Refer to the JEL peace operations database for this reference.

SECTION 2-5 INTELLIGENCE SUPPORT

"If you don't understand the cultures you are involved in; who makes decisions in these societies; how their infrastructure is designed; the uniqueness in their values and in their taboos--you aren't going to be successful."

**George Wilson-Commentary in
*Air Force Times***

1. General

- In peace operations, "all-source intelligence gathering" is commonly referred to as "information gathering" because of sensitivities.
 - The title "intelligence officer" may have to be changed to "information officer."
 - The UN prohibits the collection of signals intelligence, counterintelligence
- (CI), and the collection of intelligence on friendly forces. This may not directly affect US-only operations, but may influence the way you do business.
- The primary source of intelligence in peace operations is normally HUMINT.
 - Interpreters are an integral part of the HUMINT collection system.
 - In peace operations, low level source operations, elicitations, debriefs of



Interpreters are an essential part of information gathering.

SOLDIERS

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indigenous personnel, screening operations, and patrolling are the primary information gathering techniques.

- Assessing the economic needs, military capability, and political intent of those receiving assistance should increase the efficiency and capability of your force.
 - The best sources of information may be CA and PSYOP personnel, military patrols in local villages, military engineers, truck drivers, NGOs and PVOs working with the civilian populace, UN military observers, and others that have direct contact with the population.
 - SOF also can provide in-depth knowledge and information of the projected JOA.
 - Consider requesting intelligence products available from PSYOP analysts--“Special PSYOP Studies and Special Assessments.” These can be tailored to address specific requirements relating to the local population and ramifications of JTF actions. Request these products through the supported combatant commander’s staff PSYOP officer.
 - Communications and an understanding of the local infrastructure can lead to successful situational awareness.
- ### 2. Commander's Direction
- **All sources must be used to gather intelligence (information).**
 - Provide your J-2 with a clear assessment of the mission, your intended objectives, and prioritized intelligence requirements.
 - Establish a collection system and a means to evaluate information gathered “on the street.”
 - Emphasize to all personnel the importance of always being information conscious.
 - Provide basic guidelines for all personnel to improve their information gathering capability.
 - During peace operations, free exchange of information and intelligence between military forces of different nations may not exist. This causes nations to conduct regional analysis independently which may not support your overall plan.
 - Changes in the behavior of the local populace may suggest a significant change is required in your operational strategy.
- For example, the local populace may start selling food items on the black market that were provided through the peace operations apparatus. This may be an indication that a particular portion of the operation (stabilization of the feeding program) has been achieved and it is time to transition to the next level of assistance.*
- Every item of operational information has potential importance in peace operations. (An obvious statement but one that may not be clear to **all** military personnel).
 - Classification may present a problem in releasing information, but keeping as much unclassified as feasible will improve interoperability and trust among multinational partners.
 - Do not forget the media in this endeavor. If you keep the media informed,

they may become more willing to exchange information with your staff.

3. Operational Considerations

- There are no standard templates for structuring intelligence support to military operations other than war. Use the same approach for peace operations as you would for wartime operations. Intelligence organizational resources, methodologies, and products should be established, flexible, exercised regularly, and applicable in any type of military option or scenario.

- In peace operations, intelligence resolution must be as high as the system can support. The Joint Deployable Intelligence Support System (JDISS) is the glue that binds all intelligence support together. JDISS provides you interactive access to intelligence messages, databases, imagery, and personnel.

- Because peace operations scenarios often eliminate the maneuver, posture, and fire options, you must consciously undergo an intellectual adaptation to a new and complex environment. In addition, the nature and intensity of a potential threat in a peace operation can change suddenly and dramatically. Therefore, your intelligence resources should be flexibly structured to support potentially changing requirements aggressively and proactively.

- The JTF Joint Intelligence Support Element (JISE), through the J-2, is the focus for intelligence support to joint operations in the JOA and is responsible for providing you with complete intelligence.

- A National Intelligence Support Team comprised of Defense Intelligence Agency, Central Intelligence Agency, National Security Agency, and other intelligence resources may be requested by the JTF J-2 and can deploy to support the JTF JISE.

- The intelligence effort must be unified. The integration of intelligence representatives and liaison personnel at each organizational level will result in complete access to intelligence capabilities to support mission responsibilities without regard to organization or command configurations.

- Sharing and mutual support are essential to integrating all resources and capabilities into a unified system that will best fulfill the prioritized intelligence needs for joint operations.

- If you have extensive contact with the indigenous population, cultural information is of critical importance in gauging the potential reactions of the local population to the activities of the peace operation. Knowledge of such factors as shown in Figure II-3 is vital in avoiding misunderstandings and improving the effectiveness of operations.

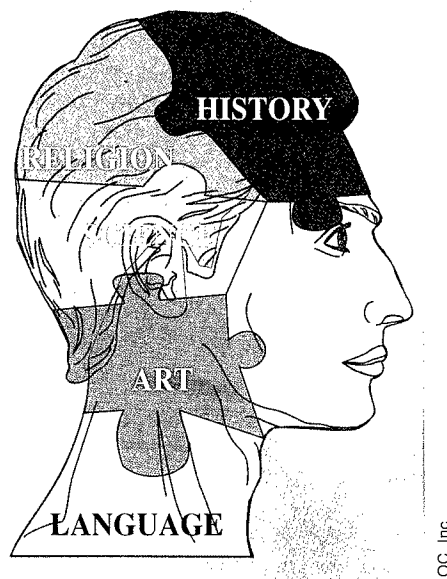
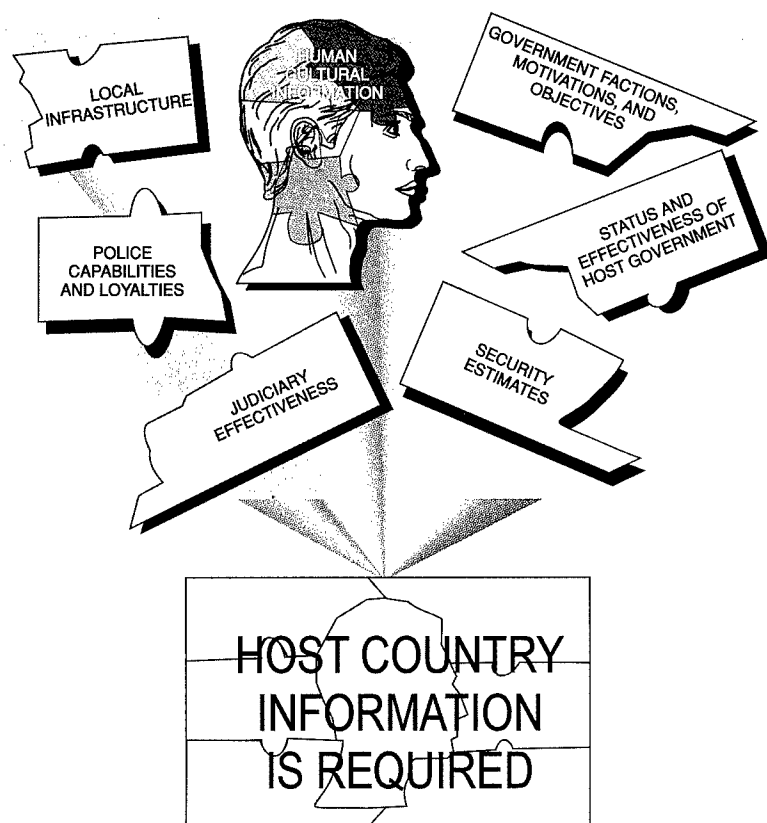


Figure II-3. Ernst Cassirer's Six Categories of Human Culture

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OC, Inc.

Figure II-4. Host Country Information

- Biographic information and leadership analysis are integral to understanding the nature and proclivities of adversaries or potential adversaries, their method of operation, and how they interact with their environment.
- Nonmilitary information factors such as those shown in Figure II-4 become critical elements when evaluating potential problem areas that can impact the success of peace operations.
- It is imperative to consider what must be done, as well as what must not be done, to trigger an undesired or hostile action.
- Recognize CI (UN operations may inhibit collection of CI information) as a source of information. CI develops information on the threat posed to plans, strategies, resources, programs, operations, and systems by foreign intelligence services. CI also determines the ability and willingness of HN forces to protect DOD resources and personnel.
- You should, through your J-2, prioritize component intelligence requirements to manage the flow of intelligence and information more effectively and efficiently to meet time-sensitive requirements.

4. Multinational Operations

- There are close analogies between joint and multinational doctrines that result from similar needs. One example is to establish a seamless cooperative force and unity of effort.

- Concepts applicable when establishing intelligence support to multinational peace operations include:

- Adjust for national differences. You should be flexible enough to facilitate required adjustments to national concepts for intelligence support to make the multinational action effective. For example, a single director of intelligence should be designated in-theater with intelligence and information being exchanged.

- Strive for unity of effort to achieve a common mission. The mission should be viewed from a national as well as multinational perspective and a threat to one element of the force by a common adversary should be considered a threat to all members.

- Determine and plan intelligence. When possible, multinational intelligence requirements should be agreed upon, planned, and exercised in advance of the operation.

- Seek full exchange of intelligence. Intelligence sources and methods should be shared, when possible.

- Plan complementary intelligence operations. Strengths can be enhanced and weaknesses overcome when multinational intelligence resources and capabilities are applied against the entire operation.

- Establish a multinational intelligence center. This center should include representatives from all participating nations. (There will still be a requirement for a US-only intelligence center).

- Exchange liaisons. This exchange will eliminate potential problems between cultures, languages, doctrines, and operational intelligence requirements.

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CHAPTER III

JTF COMMAND RESPONSIBILITIES

"Peacekeeping is not a soldier's job, but only a soldier can do it."

Dag Hammarskjöld

SECTION 3-1 COMMAND, CONTROL, AND COMMUNICATIONS

1. General

- The authority to **direct** all military elements is essential to mission success.

- To accomplish your mission, you will have to refocus your thinking from "warfighting" to peace operations, particularly for peacekeeping. This should not be interpreted as de-emphasizing warfighting. It simply means that peace operations have uncertainties that require a different view.

- The commander with vision and a total understanding of the "big picture" is more apt to be successful in peace operations than the commander who is narrowly and solely focused on warfighting.

"One cannot succeed with peace operations if one allows subordinate commanders and men in the field to give way to their natural inclinations, and act the way they are trained to act in war. With proper measures, good commanders can make the distinction understood up and down the line, and do so without losing the ability to respond fast and forcefully should there be a situation which calls for it."

**Ambassador R. Oakley
President's Special Envoy
for Somalia**

- An important first step for you is to immediately establish connectivity with the supported combatant commander.

- The earlier this connectivity is established, the more enhanced capability will be available to you and the JTF staff.

- **The supported combatant commander holds the key to obtaining forces, equipment, information, and other assets/data. Your personal daily contact with *this* commander is critical.**

- This is especially important because you must be prepared to accept the responsibility for detailed planning and immediate execution. An initial response to the situation may be required in a very short period--US forces may be the only force initially available for employment. Sound staff organization will help in the planning and execution process.

- Your planning should consider that force requirements are normally based on the capability required to gain control of the situation and effect the desired end state.

- The supported combatant commander can also help in limiting the

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number of nonessential US military personnel (“strap-hangers”) in the projected JOA. You cannot afford to become a “tourist bureau.”

2. Chain of Command

- **US Policy:**

- The chain of command for US military forces conducting peace operations is determined by the President.

- On a case-by-case basis, the President will consider placing appropriate US forces under the operational control of a competent foreign multinational commander.

“It is sometimes prudent or advantageous (for reasons such as maximizing military effectiveness and ensuring unity of command) to place US forces under the operational control of a foreign commander to achieve specified military objectives. In making this determination, factors such as the mission, the size of the proposed US force, the risks involved, anticipated duration, and rules of engagement will be carefully considered.”

Presidential Decision Directive 25

- Any large scale participation of US forces in a major peace enforcement mission that is likely to involve combat should ordinarily be conducted under US operational control or through com-



Figure III-1. JTF Command Relationships

JTF Command Responsibilities

petent regional organizations such as the North Atlantic Treaty Organization or coalitions. Figure III-1 delineates levels of command relationships for the JTF.

- Normally, your JTF chain of command runs through the supported combatant commander, to the CJCS, and hence to the NCA.
- **UN Policy:**
 - United Nations peacekeeping operations are normally established by the Security Council and fall under its authority. The Secretary-General is responsible to the Security Council for the organization, conduct, and direction of the operation, and he/she alone reports to the Security Council.
 - The Special Representative of the Secretary-General will normally be the head of mission in a UN conducted peace operation. This representative is the UN's "power broker" as the US ambassador is in a US run operation.
 - The JTF, in all likelihood, will be part of the UN force.
 - As the CJTF, you may not be dual-hatted as the UN force commander. If not, your authority and influence in a UN operation will have to be tempered as a member of the UN team.
- **Additional Considerations:**
 - In multinational peace operations, there will probably be parallel chains of command--national and military.
 - National interests will undoubtedly have an impact on military decision-making. As discussed in other sections of this book, multinational operations

are affected by each participating country's political agendas.

- Development of a written document (e.g., annex to operation plan/order) outlining command relationships is essential.
- Figures C-1 through C-5 in Appendix C depict typical chain of command structures.

3. Interagency and Political Coordination

- The Chief of Mission (i.e., the Ambassador) has authority over all elements of the US Government in country, except certain elements of the Armed Forces.

"Under the direction of the President, the chief of mission to a foreign country shall have the full responsibility for the direction, coordination, and supervision of all government executive branch employees in that country (except for employees under the command of the US area military commander.)"

22 USC 3827 (A)

- The ambassador is the senior representative of the President in foreign nations and is responsible for policy decisions and the activities of US government personnel in-country. The ambassador integrates the programs and resources of US government agencies represented on the country team.
- Combatant commanders and subordinate JFCs work with US ambassadors, the Department of State, and other agencies to best integrate the military with the diplomatic, economic, and informational instruments of national power.
- For DOD, in the political-military domain, this involves:

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- Bilateral and multilateral military relationships.
- Humanitarian and peace operations (including all UN operations)
- Treaties involving DOD interests.
- Armaments cooperation and control.
- Technology transfer.
- Politically, you should strive for a policy that can be supported by the military, but also is supportive of the military. (The political process will probably be beyond your control, but you should try to influence it).
- Often political issues and concerns influence military operations without considering the military aspects of an operation.
- Your success in “bridging this gap” may help in ensuring more opportunity for victory.
- Establishing good working relationships with the ambassador will help in this endeavor. Exchanging liaison personnel also will provide for expanded communications with the “power broker” (ambassador).
- Realize there are cultural differences within the State Department. At times, officials will see issues from the perspective of broader regional or other foreign policy concerns vice military requirements--officials sometime develop “clientitis.” Failure to recognize these differing perspectives may negatively affect the operation.
- In cases of cross-border operations where more than one country is involved, each US mission may have a different perspective based on the relationship with the “client country.”
- Work with the political side as well as humanitarian organizations to clarify (and limit if appropriate) the presence of non-essential personnel in the projected JOA.
- Understand the difference between the Defense Attache Office (DAO), the Security Assistance Organization (SAO), the Country Team, and the DART.
- Defense Attache Office- *Service attaches comprise the Defense Attache Office (USDAO). The defense attache is normally the senior Service attache assigned to the embassy. These attaches serve as valuable liaisons to their HN counterparts. USDAOs are operated by the Defense Intelligence Agency. The attaches also serve the Ambassador and coordinate with, and represent, their respective Military Departments on Service matters. The attaches assist the Foreign Internal Defense (FID) program by exchanging information with the combatant commander's staff on HN military, social, economic, and political conditions.*
- Security Assistance Organization- *The SAO is the most important FID-related military activity under the supervision of the Ambassador. The SAO reports to the US Ambassador and assists HN security forces by planning and administering military aspects of the security assistance (SA) program. SA offices also help the Country Team communicate HN assistance needs to policy and budget officials within the United States Government. In addition, the SAO provides oversight of training and assistance teams temporarily assigned to assist the HN. The SAO is limited by law from giving direct training assistance that is normally provided through special teams and organizations assigned to do limited tasks for specific periods (e.g., mobile training teams,*

JTF Command Responsibilities

technical assistance teams, quality assurance teams, etc.).

•• **Country Team-** *The Country Team concept denotes the process of in-country, interdepartmental coordination among key members of the United States Diplomatic Mission. The composition of a Country Team varies widely, depending on the desires of the chief of mission, the in-country situation, and the number and levels of US departments and agencies present. The principal military members of the Country Team are the Defense Attache and the chief of the SAO. Although the US area military commander (the combatant commander or a subordinate) is not a member of the diplomatic mission, he/she may participate or be represented in meetings and coordination conducted by the Country Team. Given the highly political nature of most peace operations, Country Team coordination is generally extensive, often assuming the form of policy control. This coordination is intended to ensure unity of effort and eliminate independent disjointed informational or military initiatives. Joint Pub 3-07.1 contains more details.*

•• **Disaster Assistance Response Team-** *A DART provides specialists trained in a variety of disaster relief skills to assist US Embassies and USAID missions with the management of the United States Government response to disasters. DARTs coordinate their activities with the affected country, PVOs, NGOs, international organizations, UN, other assisting countries, and US military assets deployed to the disaster. The structure of a DART is dependent on the size, complexity, type, and location of the disaster, and the needs of USAID/Embassy, and the affected country. The DART is organized and supervised by a*

DART Team Leader selected by OFDA. The team leader receives a delegation of authority from and works directly for the OFDA Assistant Director for Disaster Response or higher designee.

- Get to know the political-military advisor personally, to include his/her location; contact this advisor immediately to discuss mission, tasking, situation, and any other related matters.
- Try to include local government, if one exists, in all support operations.
- Working within the interagency and political arena requires patience and a willingness to be the consummate team player.

4. Multinational Operations

• **To be successful in multinational operations, it is imperative that sound and effective command relationships are developed.** Figure III-2 highlights multinational command and control variables.

- As with the US, most other nations are not willing to relinquish command of their forces to other countries. Your challenge, as the JTF commander, will be to arrange the best possible working relationship with multinational forces. There is no “perfect solution” to this situation.
- In developing this relationship, it is important to remember that multinational operations do offer **political legitimacy**, especially in peace operations.
- Legitimacy builds and sustains the willing acceptance by the international community, the United States public, and the indigenous populace of the right of the sponsoring authority to take action.

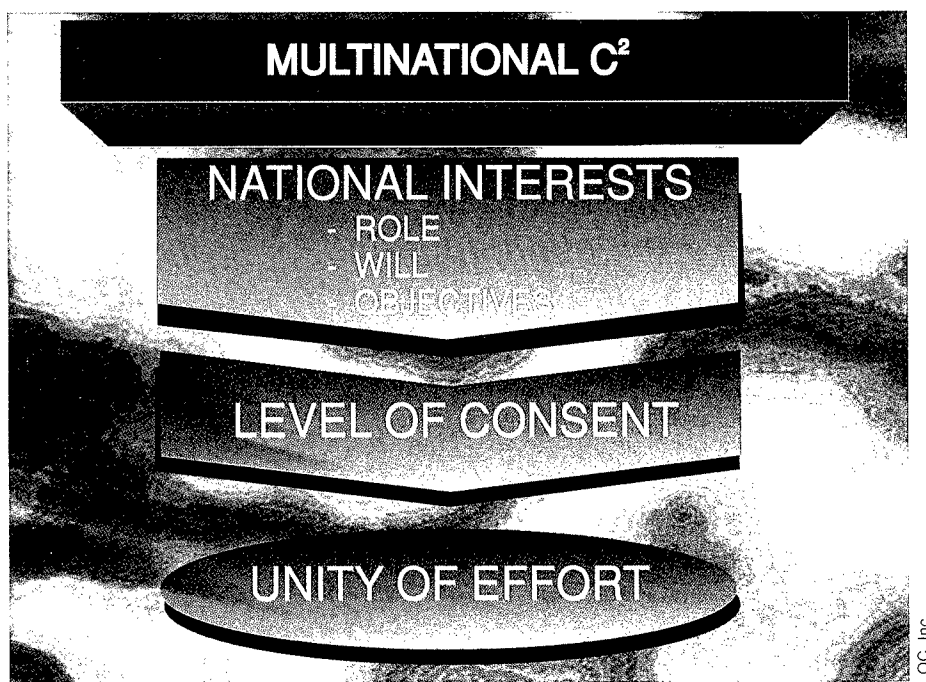


Figure III-2. Multinational Command and Control Considerations

- Loss of acceptance by any one of the above groups will limit or jeopardize the effectiveness of operations.
- An initial challenge for you will be to understand and work in an environment where some foreign nations harbor resentment toward US (forces) because of a perceived attitude that the United States is pursuing a world dominance role.
- An issue that may evolve concerns the **transfer of authority** of multinational forces to your control--nations may not agree on when the transfer should occur. The earlier you gain control the more flexibility you will have in conducting operations.
- Consensus building is an extremely important task. You are the key to an effective team. Lieutenant General A. C. Zinni stated from his Somalia experiences "In multinational operations the goal is to ensure compatibility between coalition partners."
- The goal of compatibility is at the political, military, and cultural levels. You should be able to address the following questions.
 - What are the political/motivations that are responsible for each nation's participation in the operation? What potential conflicts may arise?
 - Have you considered interoperability of all the factors that make the mission possible (e.g., command and control, communications, logistics)?
 - Are there cultural barriers that may prevent a harmonious relationship? Have you considered a force structure that minimizes friction between partners?

JTF Command Responsibilities

- In multinational operations, unity of effort must be achieved.

“Unity of effort in peace operations must stem from an understanding that policy comes first. The military is an instrument of national policy in the truest Clausewitzian sense during peace operations.”

US Army Infantry School White Paper

- The principle of unity of command also applies to military operations other than war, but this principle may be more difficult to attain.
 - In peace operations, other government agencies often have the lead.
 - You may report to a civilian chief and employ resources of a civilian agency.
 - Command arrangements often may be loosely defined and many times will not involve command authority as normally understood.
 - You should consider how your actions contribute to initiatives that are also diplomatic, economic, and informational in nature.
 - Because peace operations will often be conducted at the small unit level, it is important all levels understand the military-civilian relationship to avoid unnecessary and counterproductive friction.
- A simplified command structure at the mission level is helpful in achieving unity of effort.

In Somalia UNITAF operations were, in part, successful because “unity of effort was maintained because the United States set the agenda, and ensured coalition partners agreed to the mission’s objectives and were prepared to follow the US Lead.”

Army-Air Force Center for Low Intensity Conflict

- As discussed in Chapter I, multinational political and military objectives will probably have an impact on most operations. Each country will have its own political agenda and will follow it.
- When working with multinational forces, it may be more productive to conduct separate discussions with national commanders. This allows each commander the opportunity to express that nation’s views. **Your professional and personal relationship with each country is very important and at times can influence a reluctant country to provide more assistance.**
- Many countries are not staffed or equipped to offer a full spectrum of support.
 - They may not possess:
 - A full array of combat support or combat service support assets.
 - Maps of the projected JOA.
 - The capability to obtain or use intelligence and imagery data of the type commonly used by US forces.
 - This will require you to be even more descriptive when providing information to such multinational forces.

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- These military forces will probably look to the United States for equipment and supplies. It is important to know what agreements exist between the UN and these militaries before their arrival in the projected JOA.
 - The United States can offer special capabilities (e.g., airlift; special operations; intelligence collection; command, control, and communications; security; logistics) which can offset other countries' shortfalls and enhance overall operational capability.
 - There may be **operational pauses** based on the ability of a multinational force to work together smoothly. The transition from one event to the next may not always occur as planned.
 - You may have difficulty removing a particular force or individual from a multinational force unless they are from your own nation.
- ### 5. Communications
- **If you want to communicate, you must bring the capability with you.**
 - The JTF cannot deploy, sustain itself, or redeploy without access to JOPES via WWMCCS/GCCS. The JTF must have a deployable WWMCCS/GCCS capability and sufficiently trained operators for sustained operations. You also must have the means to use satellite communications.
 - The ability to communicate with all military forces, NGOs, PVOs, UN agencies, HN agencies, religious organizations, and other organizations involved in the peace operation is essential.
 - Depending on the situation, communications with multinational forces, NGOs, PVOs, international organizations, OFDA/DART, should be established **early in the operation**.
 - Nonmilitary agencies may have communications networks established for their uses.
 - These networks may include commercial leased circuits, commercial based satellite services (such as International Maritime Satellite Organization) as well as high frequency and very high frequency radios.
 - Civilian organizations and other agencies may want to use military communications assets once they are established. You may need to establish a policy concerning this use.
 - You should address the need for secure communications and requirements to control cryptographic materials.
 - A policy for the release of classified communications information should be introduced **early in the operation**.
 - The mission analysis and assessment process provides the opportunity for your J-6 to identify communications requirements and evaluate in-country capability. Consider the following questions when conducting the assessment.
 - What is the requirement for cellular telephones?
 - Will commercial companies establish telephone service for use by your forces?
 - If you establish a JVB, what commercial communications capability is required?

JTF Command Responsibilities

- Who will be responsible for the funding of additional communications equipment or capability?
 - Will you be expected to provide communications capability to other military forces, civilian organizations, US political agencies, news media, etc.?
 - Have you planned for expansion?
 - Additional communications considerations:
 - Spectrum management. Frequency management must be identified and planned. Ensure that you account for frequencies already in use by NGOs, PVOs, UN agencies, HN agencies, religious organizations, and other organizations involved in the operation.
 - Automated data processing software compatibility is recommended to facilitate transfer of files.
 - Interoperability. A system should be developed that satisfies communications requirements from the NCA to the lowest information exchange requirement.
 - Compatibility, commonality, and standardization. Obvious requirements exist for any operation, but in a multinational operation, these requirements may prove to be particularly difficult.
 - Redundancy. Multiple assets must be available and used during peace operations to ensure information flow.
 - It is essential that “the troops” fully understand the mission, goals, and objectives of the operation.
- “It is all about trust--up, down, and all around.”*
- MG C. F. Ernst, USA
CJTF Somalia**
- A set of instructions should be developed to cover those features of operations that lend themselves to a definite or standardized procedure without loss of effectiveness--standing operating procedure. These instructions should be easy to understand and be “joint/multinational.”
 - There will be lots of rules to be worked out--normally, these will not be in your field of view. You should be involved to provide a forum for deconfliction and resolution. As the commander, you must have a way to communicate with all the participants.
 - This will require more than simply providing a platform to express ideas.
 - The simple fact is that there will be personnel, to include commanders from multinational forces, who do not have a working understanding of the English language.
 - **Affirmative responses do not necessarily mean a total understanding of your direction, guidance, or intent to comply.**
 - In Somalia, models in the form of “sand tables” were used by some commanders as an effective tool to overcome language deficiencies when describing operational requirements.
 - Terminology will be another problem between multinational forces and

6. Additional Considerations

- The uncertainty of peace operations may require you to be more proactive in dealing with all levels of your command.

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other organizations (such as NGOs/PVOs).

••• A lexicon of mutually agreed terminology should be developed to ensure enhanced operability and maximum understanding by all peace operations militaries, NGOs, PVOs, religious organizations, and others. Joint Pub 1-02 and the glossary in this handbook can help provide a common basis for understanding.

••• Widest distribution of mutually agreeable terminology is essential.

••• **Maximum use of liaison officers also will enhance interoperability and unity of effort.**

•••• At the earliest opportunity, identify the requirement for liaison personnel, linguists, and foreign area specialists to the supported combatant commander.

•••• SOF with cross-cultural and language skills working with multinational forces can prove to be a valuable asset. Do not leave "home" without them--they are that important.

•••• In multinational operations, incompatible communications equipment makes it imperative that liaison personnel are used. It is essential that liaison personnel have equipment compatible with the JTF.

•••• Saturating multinational forces with intelligent and articulate liaison personnel will greatly enhance unity of effort.

•••• JTF liaison officers stationed at the UN can be a valuable source for information and planning assistance.

•••• Multinational liaison officers assigned to the JTF often are senior military officers who can provide better coordination because they speak with authority and understand their individual countries' interests. Integrating multinational liaison personnel into the JTF staff is totally dependent on your desires. Security considerations may inhibit this process.

"Military success in coalition warfare depends on the ability of American commanders to harmonize the capabilities, doctrines, and logistics of forces from various cultures."

CAPT T. J. Pudas, USN
JFQ Forum Winter 93-94

- The location of the JTF headquarters is very important. You must be able to protect it--be prepared to fight to defend it.
- You should be in a position to easily work with both the political and military sides of the operation. Coordination at all levels is a requirement, and being close to the United States Diplomatic Mission may provide the potential to enhance military operational capability.
- You need to know all policies that have been established by DOS and DOD prior to deployment.
- Your efforts to coordinate the many aspects of peace operations will be based upon your ability to work within the framework that is established by the integrated military, political, and humanitarian strategy. This will have to be balanced with the many divergent objectives presented from these same three spheres of influence (see Figure III-3).

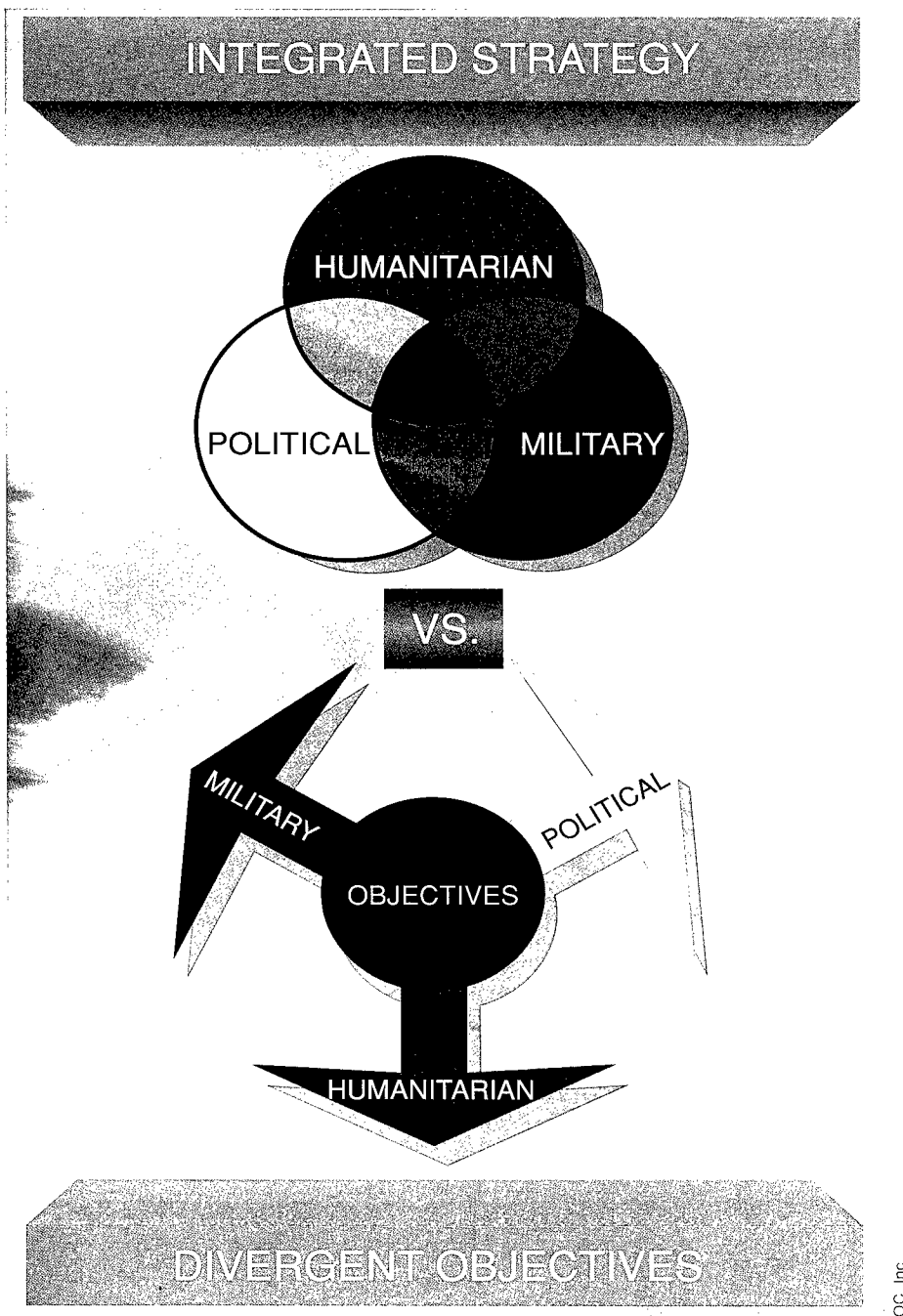


Figure III-3. Integrated Strategy versus Divergent Objectives

SECTION 3-2 NEGOTIATION AND MEDIATION

“Be forthright and honest; believe in your cause. Know the nature of man and his culture; and count on the instinct of man to recognize the truth.”

BG M. Hamilton, USA
Deputy Director, J-5 USPACOM

1. General

- Although not one of your primary duties, you will probably find yourself in the role of a negotiator, mediator, or even arbitrator at some point during operations. Each role requires different attributes, but there are many common ones and this section focuses on those common attributes and techniques. Experience has shown that leaders at all levels conduct negotiations in a peace operation. For example, you may be negotiating for rights of passage; mediating between hostile factions; or bartering for use of facilities, buildings, roads, and services. As you think about the process of negotiation, guide your analysis with the following concepts:
 - Negotiations do not exist in a vacuum. It is important to understand the broader issues of conflict and their changing nature.
 - In peace operations, it is essential to maintain dialogue with all parties, groups, and organizations—including of course the government if one exists, but also the opposition or various factions or militias.
 - It also is important not to allow any one incident to destroy dialogue (even if force is applied)—creating an atmosphere of hostility will not lead to a resolution.
 - Negotiation is an exercise in persuasion. It is a way to advance your interests by jointly decided action. You need the cooperation of the other parties; consider them partners in solving the problems you face.
 - Think carefully about the full range of your interests and prepare thoroughly for the full range of interests of the other parties. What are the underlying interests behind a particular position that a party has taken on a particular issue? People negotiate for different reasons such as:
 - tasks (e.g., the lease of a compound);
 - relationships (e.g., to get to know the other party and find out more information about who that person is);
 - status (e.g., legitimacy as a participant in the eyes of others).
 - Think carefully about your alternatives to negotiating an agreement. How will you be most persuasive in educating others to see a negotiated settlement as being in their best interests?
 - Be attuned to cultural differences. Actions can have different connotations. The use of language can be different; yes may mean no. How people reason and what constitutes facts and what principles apply are shaped by culture. Nonverbal behavior such as the symbolic rituals or protocols of the arrangement for a meeting is also important.

JTF Command Responsibilities

- Negotiations will be conducted at several levels: negotiations among US agencies and departments; between the multinational partners; between the JTF and UN agencies; between the JTF and local leaders. This complex web of negotiations requires the following to build consensus: tact, diplomacy, honesty, open mindedness, patience, fairness, effective communications, cross-cultural sensitivity, and careful planning.

"There are no panaceas or cookbook answers to negotiations and mediation and the broader context of conflict management and resolution. The process is complex and what works in one situation may not be applicable in the next operation."

US Army Peacekeeping Institute

2. Procedures for Negotiation and Mediation

- **Successful negotiations should be based on the following steps:**

- **Establish communications.** The first step is to establish an effective means of communicating with the political/faction leader(s). Do not assume that certain leaders/elements are opposed to your efforts without careful investigation. Insist on fact finding before forming any opinions.

- **Carefully develop a strategic plan and diagram the results of your analysis.** Useful questions to answer in this analysis are:

- What are the main issues as you see them?

- Who are the relevant parties? First order? Second? Third?

- What are these parties' publicly stated positions? Privately stated positions?

- What are the underlying interests behind these positions?

- What are the bottom-line needs of each party?

- What are their concerns? fears? To what degree does historical baggage affect them?

- **There will be a negotiation on the conduct of negotiations.** This process must be addressed in your initial planning sessions.

- **Set clear goals and objectives.** Know what you are trying to accomplish as well as the limits of your authority. Think carefully about how you want to approach the issues. Settle the easy issues first. Settle issue by issue in some order. Look to create linkages or to separate nonrelated issues. For example, security issues might be separated from logistics issues. Consider having details worked out at later sessions with the right people. Understand these sessions will also be negotiations.

- **Work with the parties to identify common ground on which to build meaningful dialogue.** Expect to spend considerable time on deciding what the problem is. At this stage, be problem-oriented rather than solution-oriented.

- If a party perceives more benefits from an alternative to negotiations than to any outcome negotiations could produce, do not expect that party to negotiate to achieve an agreement. You need to educate and persuade them that negotiations will in fact produce the most benefits.

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- Focus on underlying interests. Differences in the relative value of interests, forecasts of future events, aversion to risk, and time preferences may offer opportunities to develop options for mutual gain.

- Learn from the parties. Seek ways through partnering with them to find possible alternatives beyond their present thinking.

- When necessary, assume the role of convener, facilitator, or mediator. Be patient.

- **Composition of negotiating forum and decisionmaking mechanisms.** In some cases a committee or council can be formed with appropriate representation from the various interested parties. It is critical to identify the right participants in advance. For example, will it include ambassador/JTF commander-level, mid-level, or working-level personnel?

- In deciding what constitutes the appropriate construct for a meeting, consider the culture. For example, what role do women play in the society? How is status defined in the culture?

- Composition of the committee or council also may include legal advisors, political representatives (e.g., DOS, UN agencies, or others), military representatives (J-3, J-4, J-5), and other civilian representatives from the JTF or NGOs/PVOs.

- Members should possess the status and ability to deal with the leadership representing all involved parties.

- For those members seen as part of the JTF, it is important that they understand the issues and speak with one

voice. This will require a prior negotiation within your own delegation. They must understand policy and direction from your higher authority.

- Negotiations are time-consuming and can be frustrating. Be attentive to whether you have the people negotiating who can effectively recommend that an agreement reached be ratified by their superiors. Are all the decisionmakers who will determine whether or not the agreement reached is implemented represented in the committee or council?

- You need to develop a supportive climate for the decisionmakers to complete an agreement. In that vein, it is useful to talk to those who are not decisionmakers but from whom the decisionmakers will need support. In this way, they may assist you in helping their decisionmakers reach agreement.

- In zones of severe conflict and state collapse, it is frequently difficult to determine the legitimate community leaders with whom any lasting agreement must be made.

- Ensure your negotiators understand the scope and latitude of their authority. Their requirement to get your prior approval will empower them in their role as negotiator and/or mediator.

- **Establish the venue.** What is the manner in which meetings can be called? Can a neutral ground be found that is acceptable to all sides? Should the United States representatives go to the factional leader's location, or will this improperly affect the negotiations? What about the details such as the seating arrangements or specific settings traditionally used in the culture?

JTF Command Responsibilities

••• Selection of a negotiating venue should also be based on security for all involved parties, accessibility, availability of communications facilities, and comfort.

••• Ensure that information arising from or relevant to the negotiations is shared with all parties. The timing of this sharing may vary depending on the circumstances.

••• Sharing of information notwithstanding, **all information generated from the negotiations may be held in confidence until officially released.** That decision will depend on the nature of the talks. For example, if publicity may help create support and empower the negotiators to agree, release of information may be constructive. Flexibility is needed here rather than a hard and fast rule.

•• Cultural Considerations:

••• There are organizational cultures within the various agencies and departments of the US Government that shape the context of negotiations. Equally important are national cultural differences.

••• It is imperative that experienced interpreters be part of your negotiating team. What is critical is their understanding of the cultural context of terms used. You need more than literal translators.

••• Negotiation is only one means of resolving conflict. It is worthwhile to consider indigenous conflict resolution techniques in selecting your approach. Adapting your techniques with indigenous ones may improve the prospects for a settlement.

•••• There are differences in styles of reasoning, manner in which an individual negotiates, who carries authority, and behavior in such dimensions as protocol and time.

•••• For example, in our culture it is accepted that one may offer concessions early in a negotiation to reach an agreement. That approach may not have the same connotation in other cultures. Moreover, the concept of compromise, which has a positive connotation for Americans, may have a negative one in other cultures.

•••• Where we as Americans are direct problem solvers with a give-and-take approach, other cultures are indirect, most concerned with the long-term relationship, historical context, and principles. Issues of symbolism, status, and face may be important considerations.

•••• For example, answers may not be direct and you will have to look for indirect formulations and nonverbal gestures to understand what the other party is telling you. In turn, this means you need to be careful with your wording and gestures so that unintended meanings are not sent. The other party may not say no directly to a proposal but that is what is meant.

•••• In Kismayo, Somalia, a meeting of the various clans and subclans to seek political reconciliation in 1993 was in a traditional setting under a tree with pebbles scattered underneath instead of the American custom of a meeting at a table.

••• If you cannot reach agreement, keep the dialogue going. At a minimum,



LTG S. Arnold

LTG Arnold and Mohamed Said Hersi negotiating in Dhoobley for the disarmament of Hersi's forces and peaceful coexistence.

seek agreement on when the parties will meet again. Look for something to keep the momentum alive. Go back to earlier discussions on common ground. Seek to keep trust alive in the process.

- Within your own team, consider selecting one person who understands conflict dynamics and cross-cultural issues to look at the process of the negotiations and advise you. This individual can watch for body language and other indicators of how the process is working. In turn, he or she may be able to coach the JTF negotiators in more effective techniques.

• Implementation:

- At the conclusion of negotiations, a report should be prepared to ensure all accomplishments, agreements, and disagreements are recorded for future use.

- Consider giving one person the task of reporting and presenting to all participants what has taken place. This can build trust in the process if it is viewed as an honest effort to understand each side's position.

3. Negotiation and Mediation Training

- Negotiation and mediation training is essential for military officers in peace operations. They need a conceptual foundation of conflict management and resolution and conceptual skills to help them in analyzing and selecting approaches to deal with the conflicts. Too many officers have had to develop this skill through on-the-job training. **Such training in a predeployment training program is the preferred approach. Moreover, once deployed you may not have the means or time to provide a suitable training program.**

JTF Command Responsibilities

- Ideally, education in how to think about negotiations should be a part of the professional development of leaders in an organization that may participate in peace operations long before any alert for a possible deployment.

"There are many times when platoon leaders and platoon sergeants at roadblocks, and company and battalion commanders working in cordon and search operations, must negotiate and communicate with potential belligerents. Leaders need to know that they may be placed in a position that requires them to mediate or negotiate on the battlefield."

**BG L. Magruder, III, USA
CG, Joint Readiness
Training Center**

SECTION 3-3 RESPONSIBILITIES TO THE LOCAL POPULATION

1. General

- In peace operations, you will be faced with difficult decisions in terms of your responsibilities to the local population. For example, what are the limits of your responsibility to keep order, maintain essential services, and protect the local populace from acts of violence?

"It's like going into a domestic dispute between husband and wife; when you intervene, they turn on you, when you leave they pick up where they left off--fighting each other."

**Cpl A. Martin, USMC
Fleet Antiterrorism Security Team
American Embassy Mogadishu**

- In peace operations, the legal obligation is much more limited than during armed conflict, and is generally tied to the mission, local conditions, and force capability to provide a secure environment within the area you control.
- You should determine in advance what those limits are, and promulgate "good order" rules in a clear and concise format. ROE should provide some guidance here

as well, such as the rules of deadly force to protect third parties/local citizens.

- During the first five months of Operation RESTORE HOPE in Somalia, the JTF commander made it clear that the responsibility to police the local population only extended to areas within his control. For example, when a rape was occurring within sight of a guard post, US forces came to the aid of the victim and apprehended the assailant. When a local national killed a British relief worker in an outlying town and fled into the interior of the country, the crime was investigated by the United States as a possible violation of international law. In this case, the investigation was referred to international authority.

- In Haiti during the first few days of the 1994 occupation, US troops were criticized in the press for failing to come to the aid of pro-democracy demonstrators who were being attacked by local police. This illustrates the challenge faced by commanders in protecting the local population.

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- Detention of local nationals and other lawbreakers is a sensitive issue. This is especially true when there is no local law enforcement capability, or the law enforcement and judicial systems have been compromised by the political situation. You will have to be prepared to detain local nationals in accordance with international standards. All detentions will be scrutinized by international and local groups.

2. Additional Considerations

- During peace operations, questions also may arise about humanitarian/civic action projects, as well as medical treatment for local nationals. Clear guidance on these subjects should be issued by you early in the operation. This may help to

prevent mission creep and projects that might violate US law and regulation, even though these projects might be driven by good intentions. For example, subordinate commanders often may want to do things that help the local population, such as building an orphanage or conducting medical projects. **Clear written guidance early in the operation will avoid problems later.**

- There may be legal requirements to pay for services including real estate and private property used by your force.
- You have a responsibility to provide medical treatment to civilians that your force may injure in the area of operations.

SECTION 3-4 TRANSITION PLANNING

1. General

- Transferring control of an operation to the UN, regional organizations, another military force, or civilian organizations requires detailed planning and execution.
- Your mission analysis, an identifiable end state, and the political policy will all play an important role in the transition process.
- Transferring control of an operation is situationally dependent and each one will possess different characteristics and requirements. Nevertheless, this section will provide general guidelines and recommendations for the transition process.

2. Planning Considerations

- **As you near the redeployment stage for your forces, it is of utmost importance**

that your number one priority remain force security.

“That phase (redeployment) of the operation can be the most hazardous in force protection because the tactical focus tends to shift towards redeployment and away from task force security.”

**TRADOC Pamphlet
525-100-6**

- Transition planning is an integral part of operational planning and mission analysis.
- If you have a “future operations cell,” it is recommended that this cell undertake this planning.
- A “transition plan” should be developed as an initial step in the transition process.

JTF Command Responsibilities

•• Identification of issues, key events (past and present), work required to accomplish the transition, and a thorough knowledge of the organization or force taking over control of the operation are areas that will allow you to develop a plan.

••• The following are questions (issues) that can have an impact on transition.

•••• Who will determine when the transition begins or is complete?

•••• Who will fund for the transition?

•••• What US forces, equipment, supplies, etc., will remain behind?

•••• What will be the command relationship for US forces that remain behind?

•••• What will be the communications requirements for US forces that remain behind?

•••• Who will support US forces that remain behind?

•••• Can you share intelligence with the incoming force or organization?

•••• Will there be new ROE established?

•••• Will ongoing operations (work with NGOs and PVOs) be discontinued or interrupted?

•••• Will JTF engineer projects be halted?

•••• Will the United States be expected to provide communication capability to the incoming force or organization?

•• Undoubtedly, there will be many other issues requiring your attention and deliberation.

•• Planning should link the departure of your force with the anticipated arrival of the force or organization taking charge.

•• Keep the plan “unclassified.”

•• Use of US military acronyms in the plan should be avoided.

• Most, if not all, of your staff sections can provide valuable input to the transition plan. Do not deny input from a staff section solely based on its work being “routine.” Nothing is “purely routine” when dealing with the UN, multinational military forces, or civilian organizations.

•• Your staff sections should highlight in the plan how they are organized and how they function. Additionally, they should recommend how the incoming staff should be organized.

•• Turnover files should be developed by your staff sections. These are often forgotten in the haste to redeploy.

• Knowledge of the incoming force or organization is paramount.

•• Dealing with the UN can be very frustrating because of its bureaucratic way of doing business.

•• As previously mentioned, funding can be a major obstacle, especially when working with the UN.

•• Another concern in working with the UN is to ensure a sufficient number of UN staff and officers are deployed

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for the transition process. The supported combatant commander can assist you in this endeavor.

- It is recommended that you collocate the incoming headquarters with your headquarters. This may enhance your ability to truly incorporate the “new staff” with the old.

SECTION 3-5 FORCE SECURITY

“Force protection is the first thing that I want to see at the top of the list when it comes to anything we do for any operation.”

LTG J. Rutherford, USA
CG, V Corps



Flowers adorn the remains of the Marine barracks in Beirut.

1. General

- Mission analysis and the assessment process will help you in determining the assets (forces and equipment) required to provide force protection.

- A top priority of all commanders is to accomplish the mission with the least loss of personnel, equipment, and supplies. Force protection functions affect every aspect of peace operations.

“My initial concern for the task force deploying to Operation ABLE SENTRY was force protection. Some UN military commanders don’t understand our preoccupation with this issue because they are not faced with the same threat as US forces. They don’t understand that because we are the American Army, we are an isolated target of opportunity.”

MG W. H. Yates, USA
CDR, Berlin Brigade

JTF Command Responsibilities

- Force security must be prevalent “from top to bottom” (unit through individual). Every commander must be responsible for security.
- Terrorism will play a role in most peace operations and you should develop a plan to counter this threat.
- More importantly, you must be prepared and plan for hostility toward US forces. As in the past, these forces are often targets--they became magnets for violent acts.
- The supported combatant commander is the first step in requesting and obtaining additional assets--personnel, equipment, supplies, etc.
- Technology can also add to your options and capabilities (e.g., night stalker, body armor, nonlethal systems, unmanned aerial vehicles, secure communications network, sensors, etc.).
- Combat service support units (e.g., logistics commands) normally provide their own local (base) security.

2. Security Considerations

- One of your top priorities is to ensure sufficient assets are available to protect the force.
 - You should not allow the philosophy of “unarmed peacekeepers” to minimize your responsibility for force security.
- NGOs, PVOs, the media, and others may also request some form of protection.
- The security afforded to these organizations and groups will enhance your credibility with them and provide you with a “window of opportunity” to bring them into the fold.
- **The higher the level of focus for security procedures, the less likely the chance of disaster.**

SECTION 3-6 TRAINING REQUIREMENTS

“A well-trained and disciplined military unit is the best foundation upon which to build a peacekeeping force.”

**LTG T. Montgomery, USA
SR MILREP to NATO**

1. General

- Training needs to be a continuing process.
- Training for peace operations may not be entirely different from training for warfighting except that the uniqueness of peace operations requires warrior training to be expanded and enhanced.

“British troops getting ready for duties in Northern Ireland and Nordic soldiers preparing for deployment to Macedonia are specifically retrained to use minimum force rather than maximum force to deal with threats they face.”

**Special Warfare
April 94**

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- Individual peace operations training should be accomplished before deployment, if possible.
- Some training can be accomplished once the JTF arrives in country, but it will probably be limited to specific requirements or functions.
- As new operation plans or orders are developed, exercises can be conducted to rehearse these plans and, in turn, enhance your total training program.
- Forces aboard Navy ships, for example, should be brought ashore for training.
- Staff training needs to emphasize co-operation--learning to work and operate with a diverse set of militaries and organizations.
- Follow-on forces should receive duty specific training before deployment
- Some training evolutions (e.g., live fire exercises) may appear offensive to the host nation or other countries involved in a peace operation. These evolutions should be canceled if detailed coordination and approval cannot be accomplished with all concerned parties.

2. Requirements

- All it takes is **one** Service member, acting improperly, to "poison the well."
- Emphasis must be placed on understanding ROE, to include when and how to use force.
- Ensure all military personnel have a basic understanding of the customs, cul-

tures, religious practices, political situation, and historical background of the situation and population of the affected country. Additionally, these personnel should receive training in negotiation skills, military skills, working with the media, and language training (e.g., knowledge of key phrases would be useful).

For example, "at Battambang, a freak wind came up. The UN team suddenly heard small arms fire breaking out at the far end of town. The UN started to call for an extraction, when some of the folks looked outside and saw in fact that the Cambodians were just firing up in the air to 'stop the wind.' That's a normal Cambodian practice. When it is windy, when a storm approaches, they shoot in the air and the wind stops, hopefully."

**MAJ G. Steuber, USA, UN
Transitional Authority in
Cambodia**

- Emphasize that all military personnel, but especially junior officers, staff non-commissioned officers, and noncommissioned officers, receive instruction in the "understanding" of peace operations.

"There is no doubt in my mind, that the success of a peace-keeping operation depends more than anything else on the vigilance and mental alertness of the most junior soldier and his non-commissioned leader, for it is on their reaction and immediate response that the success of the operation rests."

**Brigadier M. Harbottle, UN Forces
Cyprus**

- Include representatives from NGOs, PVOs, and news media in your staff training. Training conducted before deployment will greatly enhance operational capability through solidifying the relationship between civilian organizations and the

JTF Command Responsibilities

military--NGOs and PVOs require **your** attention.

- All JTF staff augmentees should participate in all training events. Additional training for these individuals should evolve through the combatant commanders' exercise and training program. Normally, these augmentees bring extensive expertise to the JTF staff.
- Review the supported combatant commander's Joint Mission Essential Task List for guidance on military force capability as it relates to training requirements.
- Training must be provided to all military personnel and made available to all involved civilian organizations. The success of peace operations is dependent on the combined efforts of all participants.

"Unified combatant commanders are now using that joint task force approach to command and control forces in the field. That's significant, because if we're going to use forces that way and command them that way, then we need to train them that way so you don't have pickup games in the future."

ADM P. D. Miller, USN (Ret)



Combat Camera

In-country training programs must support multinational forces.

Chapter III

Intentionally Blank

CHAPTER IV

LOGISTICS SUPPORT

“Forget logistics and you lose.”

GEN F. M. Franks, Jr., USA (Ret)

1. General

• Logistics in peace operations is just as important as it is in war, and in many ways it is more critical to success.

KEY TERM

Logistics includes:

- Design, development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of material.
- Movement, evacuation, and hospitalization of personnel.
- Acquisition or construction, maintenance, operation, and disposition of facilities.
- Acquisition or furnishing of services.
- Logistics is particularly susceptible to “mission creep,” especially in peace or humanitarian operations.
- Plan for mission termination.
 - Consider what logistics infrastructure, materiel, and equipment will remain in-country.
 - What is required for redeployment of forces, materiel, and equipment.
- While peace operations can be either under UN auspices, unilateral, or in cooperation with other countries, they are nor-

mally joint and multinational. Therefore, you may be required to participate in UN or multinational logistics organizations.

- Joint logistics should use existing individual Service policies and procedures whenever possible. If this is **not** possible, you should identify the differences to the supported combatant commander for resolution.
- For success, it is **essential** that a policy be developed for “funding” the peace operation. This may be one of your most complex and time-consuming tasks.
- Logistics will have to support **both** military and nonmilitary humanitarian operations. Coordination with NGOs and PVOs will facilitate support to humanitarian operations.

“For all our experience and compassion, we in the relief and development business do not have the capacity to deal with such large-scale catastrophes without help. Help from military is not something we should begin to take for granted or rely upon in all cases. But there are extraordinary circumstances that call for responses--manpower, equipment, expertise, transport and communication capacity--that only the military can deploy.”

Philip Johnson
President & CEO, CARE

Chapter IV

- Prioritization between conducting/supporting military operations and providing support to other government and nongovernmental agencies could become an issue.

2. Logistics Authority

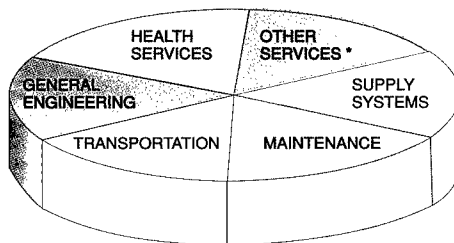
- Combatant commanders exercise directive authority for logistics, and may delegate this authority for a common support capability to you within the joint operations area.
- Authority over logistics under multinational and UN operations is different and situationally dependent. Areas which must be clarified include funding, cross-servicing, and mutual support.
- The combatant commander's directive authority does not discontinue the individual Service's responsibility for logistics support, or discourage coordination, nor is it meant to disrupt effective procedures or efficient use of facilities or organizations.
- Implementation and execution of logistics functions (Figure IV-1) remain the

responsibility of the Services and the supported combatant commander's Service components.

3. Logistics Organization

- Your J-4 organization should be tailored to respond to the anticipated operation. To accomplish this, it should include specialists from the various logistics areas: fuels, water, supply, transportation, medical, engineering, logistics plans, maintenance, etc.
- Logistics responsibilities follow single-Service command channels; it is therefore critical that your J-4 staff have representatives or liaison personnel from each Service involved in the JTF. Representatives should possess the necessary logistics expertise to interface within their Service channels.
- It is recommended that you establish an LRC. This center can serve as your logistics command center and provide the following key logistics functions:
 - Monitor current and evolving logistics capabilities.

LOGISTICS FUNCTIONAL AREAS



* OTHER SERVICES. These include other essential services and functions for a force, such as laundry, waste disposal services, administrative services, exchange services, postal, graves registration, and pay services.

Individual Services define logistics functional areas differently. The above functional areas from Joint Pub 4-0 are used for standardization

Figure IV-1. Logistics Functional Areas

Logistics

- Coordinate logistics support.
- Advise you on supportability of proposed operations or courses of action.
- Monitor and coordinate theater force movement.
- Provide distribution management by overseeing the movement of materiel and the subsequent resupply and sustainment of the operation, thereby linking materiel management with movement plans.
- Provide a planning and execution tool for logistics sustainment requirements.
- Maintain total asset and intransit visibility oversight.
- Past peace operations have shown the following staff billets require personnel experienced in joint and multinational operations and should be part of your J-4 organization:
 - Postal officer(s)--to coordinate transportation of bulk mail.
 - Supply/contracting officer(s) (with appropriate warrants).
 - Explosive ordnance disposal personnel (**civil war = mines!**).
 - Preventive medicine and veterinarian support teams.
 - Transportation officer(s).
 - Customs official(s).
 - Engineer(s) or facility manager(s).
- It is critical that you establish effective logistics coordination and communications links with the HN, NGOs, PVOs, and multinational forces.
- Liaison representatives and interpreters on your J-4 staff will be essential in dealing with the HN, multinational forces, and the civilian populace.
- You should assign one officer whose primary duty is the preparation of the daily logistics situation report (LOGSTAT) for the supported combatant commander. This single point of contact for the supported combatant commander builds confidence and becomes your expert for JTF logistics status and issues. **This has proven to be a significant advantage in past peace operations.**
- The LOGSTAT should attempt to incorporate the capabilities of all the NGO and PVO logistics organizations. **The LOGSTAT should clearly identify what shortfalls exist**, what actions are being taken to resolve the issues, and if any assistance is required from DA, DLA, or any other organization.

4. Logistics Considerations

- **Coordination.** Operations and logistics are inseparable; neither can claim primacy. The J-3 and the J-4 must become a team, with a J-4 representative working in the JTF future operations cell, if one is established.
- **Forward Impetus.** Requires a system of continuous replenishment, either automatic (push) or requisitioning (pull). Services use different methods for different classes of supply; you should define your requirements during the assessment process and pass these requirements to your Service component commanders. The process of defining your requirements should be reviewed periodically and re-

Chapter IV

fined if required. The Service component commanders will determine the best method of continuous replenishment.

- **Balance of forces.** You should consider not only US combat and combat support forces, but also multinational requirements. Regardless of any prior agreements, other nations tend to look to the United States for support; therefore, your US support forces may have to be larger than initially planned. Your J-4 should pass JTF logistics requirements to the Service components, who then can best determine logistics force structure.

- **Unity of effort.** Unity of effort is essential to coordinate logistics operations in both joint and multinational environments, requiring coordination not only between Services, but also among governmental departments and agencies, NGOs, PVOs, and multinational forces.

- **Apportionment and allocation.** Apportionment is a prioritization for planning, while allocation is a grant of a commodity or service. Failure to maintain a system of apportionment and allocation can cause inflation of priorities (the ultimate breakdown of the priority system) and loss of control over the logistics system.

"You tell me your requirements, and I'll match them with capability."

**LTG D. SCHROEDER, USA
CJTF SUPPORT HOPE**

- **Logistics discipline.** Excess stock or unwise use of priorities decreases flexibility and drains transportation resources from other operational priorities.

- **Reserve Component Force Requirements.** Identification of your requirements

for reserve units and personnel augmentation is essential as it may determine how fast an operation can proceed and the lead times for obtaining support. Once identified, reserve requirements should be made known to the supported combatant commander.

5. Transportation

- Transportation by air, land, and sea, is the "linchpin" of your operation, your J-4 must understand the roles and functions of all mobility assets used in deployment, sustainment, and redeployment of the JTF.

- **Accurate, up-to-date transportation information is vital to effective operations.** You need the capability to monitor and track movement of forces, equipment, and supplies in-country.

- **Prioritize your transportation;** if surface delivery is possible, use it. **Do not try to ship everything immediately by air.** Provide your requirements and priorities to USTRANSCOM and allow the Defense Transportation System (DTS) to effectively move those requirements.

- **Logistics flow priorities should be established in the initial assessment and continually updated as operations progress.**

- Establishment of an in-theater hub or Joint Movement Center (JMC) maximizes cargo throughput. You do not want material arriving before equipment is on hand to offload it or personnel deploying too far in advance of their equipment.

- You should integrate intratheater and intertheater movement requirements.

- Transportation assets, such as pallets and containers, should be returned to DTS as quickly as possible.

• **Inadequate oversight of movement reduces efficiency and could cause bottlenecks.**

- USTRANSCOM will normally assign the DIRMObFOR from its air component, Air Mobility Command (AMC), to the JTF. The DIRMObFOR may deploy with an Air Mobility Element (AME).

- An AME brings all the necessary functional experts to support, plan, monitor, and execute the theater air mobility mission (air refueling and airlift).

- AME functions include: mission planning, command and control, aerial port, intelligence, weather, and logistics support, aircraft maintenance, combat camera. If necessary, an AME can deploy with completely self-contained air mobile shelters that are used for work centers in remote areas.

- The DIRMObFOR has dual responsibilities:

- Coordinates and monitors the strategic airlift flow into the theater. In this capacity, the DIRMObFOR serves as a liaison between USTRANSCOM and the CJTF.

- Controls and directs all theater air mobility forces. The mechanism for accomplishing this responsibility is the AME which deploys as the DIRMObFOR's planning and operations staff. [NOTE: *In the event your JTF organization includes a joint force air component commander (JFACC), the DIRMObFOR will become part of the JFACC and the AME will integrate into*

the air operations center. If your organization does not include a JFACC, the DIRMObFOR and the AME are administratively attached to the JTF staff].

- The JEL database contains a detailed DIRMObFOR handbook.

6. Logistics Planning

- Logistics for peace operations is complex due to the interdependence of Service components, DLA and other agencies, HN, and multinational forces.

- Early involvement of your logistics staff is critical to the success of the operation and ensures that sustainment requirements are balanced with capabilities. The JTF assessment team logistics representatives' responsibilities include:

- Reviewing lessons learned databases for unique requirements, planning factors, and potential problem areas.

- Working with transportation specialists from USTRANSCOM and the transportation component commands (TCCs) to evaluate airports, seaports, and inland transportation systems' capabilities and requirements. These specialists can determine personnel augmentation requirements and equipment for mission support. Additionally, early receipt of basing rights and diplomatic clearances is critical to the mobility success.

- Evaluating HN health services, preventive medicine requirements, medical logistics support, and infectious disease risks (e.g., the quality of the water sources).

- Determining the requirements for an entomologist for vector control.

Chapter IV

- Resolving the JTF medical equipment and supplies requirements, as medical items frequently require long-lead times and special handling.
- Assessing HN capabilities to provide support services, storage, and materiel.
- An engineer/facility manager to determine the capabilities of existing infrastructure. They can provide critical information on the availability of existing permanent and semipermanent facilities (e.g., water treatment plants, bulk and retail fuel storage).

“Contracting is critical--in BOSNIA/HERZEGOVINA setting up a fuel pipeline is a good example of contracting and using the local citizenry--stevedores to unload ships, truck drivers, and other locals to build, clean, wash, cook, etc.”

**MG H. SMITH, USA
CG, 21st TAACOM**

- Application of the principles of logistics, as shown in Figure IV-2, is essential to establishing effective support.

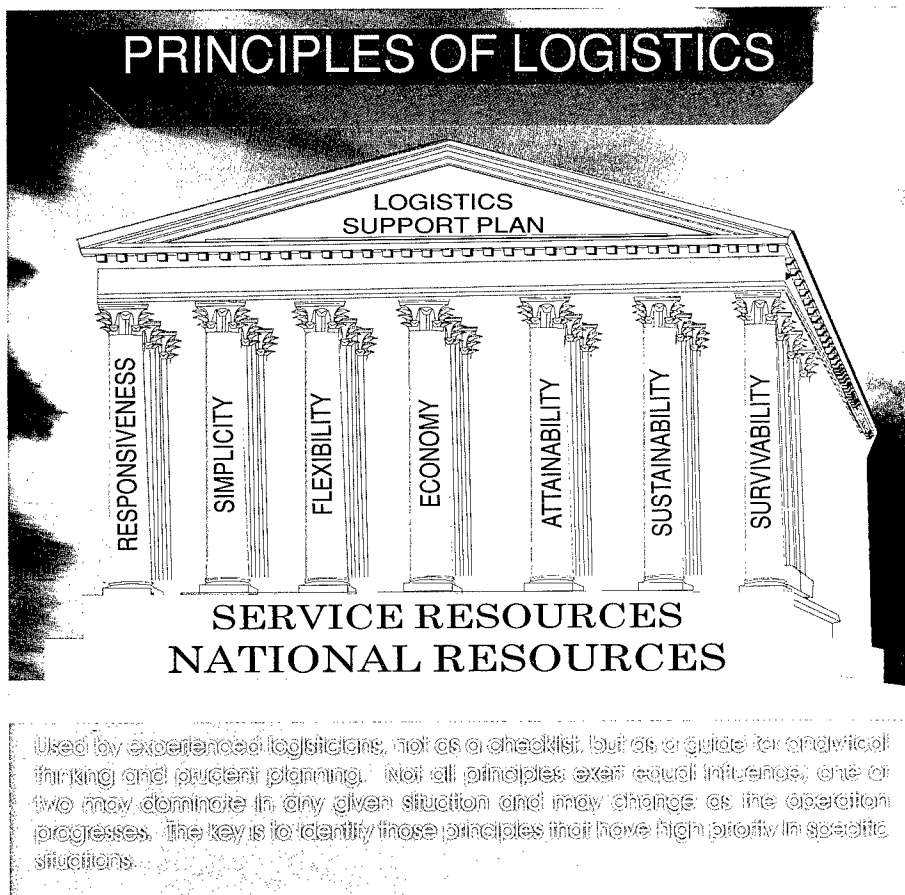


Figure IV-2. Principles of Logistics

- **Plan to deploy Medical personnel early, as they are critical to the success of the operation.**
- Special Forces medical personnel are excellent sources for medical requirements and infectious disease risks evaluation.
- Your logistics plans should be integrated with component commands and other organizations and agencies, as well as HN and multinational forces, to ensure success.
- Your logistics plans need to be specific and address the tailored requirements of the local population being supported to ensure relief supplies are applicable (correct sizes, types). For example, the JTF at Naval Base Guantanamo Bay, Cuba, received clothing from the World Relief Agency which could not be used (i.e., large sizes of women's clothing, flip flops which melted on the hot pavement, etc.).
- Early determination of the support required to aid the civilian populace will assist in developing a supporting plan.
- The UN, NGOs, PVOs, and others, in an effort to help by shipping relief supplies, can cause transportation "choke points" en route to and within theater.
- Your planners identify requirements and pass them to the Service components for sourcing. Working with the Service components, your J-4 can determine whether the JTF support should be provided from the military (Services), civilian sources, HN, UN, or other nations.
- Your planners must determine the JTF resupply requirements and make recommendations to the Services on the best resupply method, e.g., the "push" or "pull" resupply method.
- The JEL, Joint Pubs 3-0, 4-0, and 5-03.2 can provide planning guidance and areas to consider when developing the logistics plan.

7. Multinational Logistics

- It is to your advantage to attain as much control over logistics as possible through diplomacy, knowledge of multinational forces' doctrine, and good relations with military commanders and civilian leaders.
- It is essential that logistics be handled on a multinational basis, within the limitations of interoperability. It is recommended that your J-4 establish a Multinational Deployment Agency (MDA) to deconflict the movement of other deploying forces into the JOA. The MDA would be an expansion of your JMC and would be responsible for creating a combined multinational time-phased force and deployment list that would deconflict initial movement plans and the actual deployment.

"The JTF commander should evaluate his ability to use local nationals. Where he can do so without giving the appearance of partiality, he gains a number of advantages: (1) he wins the hearts and minds of the people, (2) he begins to restore the local infrastructure, (3) he gains a source of information through use of indigenous employees, (4) he reduces his force support requirements, and (5) he avoids leaving a void caused by the departure of the peace operations force."

**MG H. SMITH, USA
CG, 21st TAACOM**

Chapter IV

- Some nations will not relinquish directive authority over their logistics forces, assets, and systems. The creation of a single theater logistics command provides economy of assets and system efficiency. Even if multinational participants insist upon maintaining a national logistics structure, assigning a lead for logistics responsibility precludes duplication of effort.

- **Funding guidance to support multinational forces should be identified as early as possible.** Once funding guidance is determined, procedures should be developed to ensure there will be no adverse impact on operations.

- You should form early consensus on multinational logistics issues and requirements. **As the CJTF, you may not be able to direct or demand action--normally you can only request it.**

- A policy should be developed for providing US medical treatment to multinational forces.

- Avoid potential problems by early identification of differences among the nations' and Services' logistics doctrine, stockage levels, interoperability, and accountability.

- Your J-4 staff should be aware of cultural differences (language, values, religious beliefs, economic infrastructure, nutritional standards, and social outlooks) which may have an impact on logistics support to multinational forces.

- Sustainment of forces is each nation's responsibility; however, varying degrees of mutual logistics support can and should be developed for economy of effort. Some nations do not have deployable logistics capabilities and become totally dependent

on the United States or the UN for support. **The JTF should be prepared to support US forces, as well as forces from other nations and/or civilian organizations involved in the operation.** This support may include: (1) sustainment, (2) airlift to move supplies, and (3) development of their logistics structure. **When support is required, ensure funding lines are clearly identified.**

- You must plan for sustainment--it will not take care of itself. You may be in-theater for a long period of time, and unusual needs or requirements may occur (for example, the shipment of Christmas trees to Somalia and Thanksgiving turkeys to Haiti).

- Develop a list of current agreements with other participating nations that provide for logistics support.

- Your J-4 should establish quality controls and monitor compliance for all multinational-provided services and supplies such as petroleum, oils, and lubricants (POL), water, food, etc.

8. UN Logistics

- **The UN logistics system relies on member states to be self-sufficient at the unit level for a given length of time, normally 60 to 120 days.** This period allows the UN to organize a logistics structure, acquire real estate and facilities, and establish contracts and local Memorandums of Understanding which will provide logistics support for the forces involved in peace operations.

- A UN survey/assessment team will evaluate the operation requirements and develop planning data for sustainment. When participating in UN missions, you should **send a US logistics representative**

with the UN mission survey team. The JTF should coordinate with UN forces to improve the unity of effort and reduce potential conflicts.

- Once established, the UN logistics support structure will **normally provide a measure of continuing support** through a system of Lead Nations, civilian contractual arrangements, a UN Force Logistics Support Group, or a combination of the above. A Lead Nation is a nation assigned to provide the UN support to other nations under a reimbursable agreement.

- The UN normally coordinates such logistics areas as bulk supplies (water, fuel, and rations of common user items, i.e., UN clothing, domestic consumables, batteries, some vehicle spares, etc.) and services (waste disposal, laundry, and bath).

- For UN operations, you should determine what standards are to be followed in regard to support.

- US standards tend to exceed UN standards, (e.g., consumption rates, space requirements, and safety levels). US military equipment and systems sophistication may be different than the standards of support the UN has agreed to provide or is willing to fund.

- UN standards must be clearly understood in regard to level and quality of support provided and funded. **Logistics support that is significantly more extensive than what is outlined in the UN agreement may not be reimbursable.**

- The JTF must be prepared to bring its own support in the areas where the UN-provided support is deficient, especially in critical areas, such as medical.

9. Host-nation Support

- Countries without a government infrastructure may only be able to provide limited logistics assistance.

- Within the J-4, you should centralize the coordination of HN functions, i.e., requirement identification, procurement, etc. This will help to identify the complete JTF logistics effort.

- CA personnel assigned to the JTF are trained to identify and coordinate HN support resources and can provide valuable assistance to the J-4 staff.

- To negotiate for HN support, authority must be obtained through the Joint Staff, Office of the Secretary of Defense, and DOS.

- **HN agreements should include the authority for you to coordinate directly with them for support and use of facilities.**

- Develop a list of current HN agreements. Your assessment team should determine what types of support and supplies can be provided by the HN and how they can reduce your logistics footprint.

- Your legal advisor should be involved in the development process for HN agreements.

- Procedures and agreements should be developed for local contracting, currency exchange rates, local hire (wage scale), and customs regulations.

- It is critical to determine a lead agency (UN, Service, or other agency) for contracting and negotiating for support.

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- During the assessment process, your J-4 should determine and evaluate HN transportation, facilities, equipment, and capabilities.
- Coordinate distribution of humanitarian aid with the HN, NGOs, and PVOs.
- Identify special clothing and equipment requirements that may require a long lead time to obtain, i.e., nonmilitary supplies.
- Obtain funding codes from the supported combatant commander or Service component commanders and then determine what methods and documentation are required to record all expenditures.

10. Additional Considerations

- Your medical specialist should identify infectious disease risks. **You, as the JTF commander, must be sensitized to the critical need for disease prevention.** Recent operations have underscored the importance of ensuring adequate immunizations, other forms of prophylaxis, controlling how disease travels, and field sanitation and hygiene efforts.
- Establish procedures for providing support (transportation, housing, messing, etc.) to diplomats and distinguished visitors. If established, the JVB (as mentioned in Chapter II) can assist in satisfying this requirement.
- **Develop a system for prevention of fraud, waste, and abuse.** Your J-4 needs to continually assess all logistics requests, requirements, and actions to ensure they pass a "sanity check" and are valid with respect to the peace operation and authority given to the JTF.
- During peace operations, your J-4 must consider the additional funding requirements for renting facilities to support the operations.



Contracting for local labor can reduce demands for military resources and improve relationships with the populace.



Providing water is often a priority task in restoring basic human needs.

- **Water is critical.** Determine the best method for providing potable water: (1) land-based reverse osmosis water purification units (ROWPUs), (2) ROWPU barges, or (3) bottled water. Each has its own advantages and drawbacks. **Bottled water may have an added advantage of enhancing troop morale.** It is essential that the JTF has an effective water support plan, to include inputs from engineers, medical personnel, and other staff officers.
- Adequate security must be provided for logistics assets. Your combat service support units should be prepared to provide their own local (base) security.
- Consider establishing a common "exchange" for the JTF. A well-stocked exchange will not only provide personnel support items, but will also serve as a morale booster.
- Intelligence support, as outlined in Section 2-5 of Chapter II, emphasizes the importance of all personnel being information conscious. Your J-2 should establish a system to gather information from logistics sources such as truck drivers, engineers, medical personnel, etc.

"In BOSNIA/HERZEGOVINA, some of our best information came to be called transportation intelligence. Drivers often had the best information on the road conditions, attitude of the local populations, locations of check-points, and our ability to get through."

**LTC R. ROBINSON, USA
HQ AFCENT**

- Seaport and airport facilities may have to be shared by NGOs, PVOs, UN personnel, multinational forces, and civilian contractors.

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- Mortuary plans should include procedures and policies for US forces, local civilians, and multinational forces, and need to be coordinated with DOS.

- Logistics Civil Augmentation Program (LOGCAP) can provide a myriad of services such as: well drilling, laundry, power generation, portalets, cranes, and port support.

- Requests for LOGCAP support should be made to the supported combatant commander.

- LOGCAP can be an expensive program and funding guidance is required.

"From October 1992 to March 1994, the Army paid Brown and Root \$77 million for food, fuel, water, transportation, and basic infrastructure support for operations in Somalia."

Margo MacFarland
Defense Reporter for
Inside the Pentagon

- The LOGCAP program can be used to transition from military to civilian-controlled operations. In addition, it can be used to manage limited logistics resources--hire contractors instead of calling up military reservists.

11. Supporting Agencies and Organizations

- The supported combatant commander's LRC provides the link to interface with JCS, the Services, DLA, USTRANSCOM, and other supporting commands and agencies. The LRC:

- Manages the combatant commander's directive authority over logistics and provides the coordination required to resolve logistics issues and problems.

- Acts as your agent for requesting additional resources, deconflicting demands on common use resources (when



JOINT FORCE QUARTERLY

USTRANSCOM schedules military and commercial transportation to move forces, equipment, and supply/resupply.

demand exceeds capabilities), and coordinating logistics with other multinational forces at the DOS and JCS levels.

- **USTRANSCOM:**

- Provides strategic air, land, and sea transportation.

- Procures commercial transportation services through component commands and activates (with Secretary of Defense approval) the Civil Reserve Air Fleet, Aeromedical Evacuation, Ready Reserve Force, and Sealift Readiness Program.

- Provides representatives to your assessment team to help evaluate seaports, airports, and inland transportation system requirements. In addition, representatives from USTRANSCOM (possibly through its TCCs) are normally available to provide continued support at airports, seaports, and transportation and movement control centers.

- Monitors movement data and maintains the JOPES database.

- Coordinates movement and access to JOPES via GCCS/WWMCCS, which is critical to deploying and supporting forces.

12. Logistics Boards, Offices, and Centers

- While not all of the following joint organizations may be required, your J 4 should evaluate the need for each based on the projected operations.

- **Joint Transportation Board** establishes priorities and allocates common-user transportation resources within the JOA.

- **Joint Movement Center** implements the supported combatant commander's tasking and priorities for movement. Additionally, the JMC coordinates the employment of all transportation assets, including multinational and HN.

- **Petroleum and Subarea Petroleum Office** coordinates POL planning and execution, and the supply of common bulk petroleum products.

- **Joint Civil-Military Engineering Board (JCMEB)** directs the overall civil-military construction and engineering requirements.

- **Joint Facilities Utilization Board** evaluates and reconciles component requests for real estate, facilities, inter-Service support, and construction in compliance with JCMEB priorities.

- **CINC Logistics Procurement Support Board** coordinates contracting operations.

- **Theater Patient Movement Requirements Center** generates theater plans and schedules, coordinates/regulates patient evacuation to medical treatment facilities.

- **Joint Blood Program Office** plans, coordinates, and directs the handling, storage, and distribution of blood.

- **Joint Mortuary Affairs Office**, routinely assigned to the Army component commander as executive agent, plans and executes all mortuary affairs programs.

- **Joint Materiel Priorities and Allocation Board** modifies and recommends priorities for allocation of material assets.

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- A complete description of the functions for each of the logistics boards, offices, and centers can be found in the JEL under Appendix B to Joint Pub 4-0 or Annex A through Appendix E to Joint Pub 5-00.2.



Feeding the local population may be part of your mission.

CHAPTER V

LEGAL RESPONSIBILITIES

“US Foreign Policy may succeed or fail on the basis of how well Rules of Engagement are conceived, articulated, understood and implemented.”

Naval Justice School

1. General

- Legal support is critical in peace operations.
- Peace operations involve a myriad of statutory, regulatory, and policy considerations, both foreign and domestic, in addition to the normal constraints associated with deployments and operations. Your legal advisor is usually in the best position to access these sources.
- Peace operations involve subordinate commanders involved with local governments or negotiations among competing factions. You will usually need a legal advisor on the staff at the O-6 command level.
- Your “operational lawyer” should be immediately available to advise, not only on the legal restraints upon operators, but on the rights to employ force.
 - Legal advisors can help with a wide range of issues to include weapons confiscation policy, reviewing operations plans, developing policy guidance letters for you, and developing negotiation strategy, as necessary.
 - Even if provided for by a SOFA or other international agreement, negotiation with local governments may be necessary concerning a variety of issues, including procurement matters, property

seizure for military purposes, and scope of foreign criminal jurisdiction. A legal advisor can advise and represent you on all these issues, as well as ensure all adverse actions are administered properly.

KEY TERMS

Operational law -

- Treaties, laws, policies, directives, and regulations applicable to military operations.
- Law of Armed Conflict.
- US domestic law.
- HN law.
- US Government administrative direction that impact on military operations.
- UN Resolutions.

Law of war -

- Part of international law.
- Regulates conduct of armed hostilities.
- Your legal advisor should be a vital part of the planning team before deployment. Besides reviewing plans for legal sufficiency and identifying legal issues, the legal advisor can draft a **General Order to**

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establish basic policy for the JTF regarding prohibited and permitted actions while deployed. In addition, your legal advisor can provide details of the Uniform Code of Military Justice (UCMJ) considerations for the JTF.

- A good legal advisor is a force multiplier, and will assist you in accomplishing your mission in a lawful manner.

2. International Agreements

- Your legal advisor should be very familiar with “international agreements” that might affect your mission.

- The supported combatant commander’s legal advisor can often provide your legal advisor a description and analysis of applicable laws.

- There are usually UN Resolutions or other international directives which can form the basis for US action. These may become important in your mission analysis.

- International agreements may cover such issues as HN support, diplomatic status/foreign criminal jurisdiction, use of deadly force, environmental matters, and medical treatment of civilians.

- Before deployment, your legal advisors should review all plans to learn and study any existing agreements.

- Chapter I of this handbook discusses one type of these agreements--status-of-forces agreement.

- Often the most critical area of legal support is providing advice and counsel on the development and promulgation of ROE which are derived from the three areas depicted in Figure V-1.

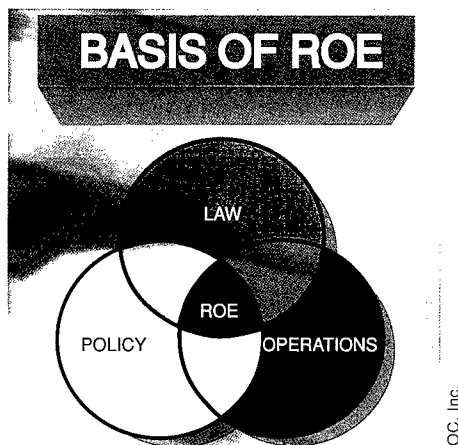


Figure V-1. Elements that form the Basis of ROE

3. Rules of Engagement

KEY TERM

Rules of engagement -

- Directives issued by competent military authority.
- Delineate the circumstances and limitations which US forces initiate and/or continue the use of deadly (or nonlethal) force.

• ROE must emphasize the inherent right of self-defense.

- ROE impose political, tactical, and legal limitations upon commanders but really delineate how you intend to use force and maneuver to protect your force and to prosecute your mission.

- ROE are the primary means by which the NCA can, through CJCS and the combatant commanders, provide guidance to deployed forces in peacetime for handling crises and, in wartime, to help control the level of hostilities.

Legal Responsibilities

- ROE may be the principal means to communicate to higher headquarters your intent as it is to be implemented down the chain of command.
- Your legal advisor can help in developing ROE that do not improperly constrain your actions, but are still consistent with national command policy.
- ROE should be based on the following factors:
 - International law.
 - Operational (mission requirements) concerns.
 - Commander's intent, both CJTF and higher headquarters.
 - Tactical capabilities of the proposed force.
 - Host nation law and agreements.
 - US policy as evidenced from directives and guidance from UN Resolutions or international agreements.
 - Threat.
- **ROE cannot interfere with your right and responsibility to protect your force against an actual or imminent threat of attack.**
- Upon being designated CJTF and starting the planning process, you should review the JCS SROE and any other ROE in effect in your JOA. After the analysis process supplemental ROE may be requested through the supported combatant commander.
 - ROE should be distinguished from tactical control measures, threat conditions, and arming orders. Although arming orders are sometimes listed on the same cards as ROE, for easy reference.
 - ROE also should be distinguished from other policies and directives developed by you, such as weapons confiscation rules. Guidance for ROE development follows.

4. Development of Rules of Engagement

- Analyze the mission and the anticipated threat level. Are the applicable ROE adequate for the situation? If not, seek approval of supplemental measures.
- Do the ROE protect the force?
- What is the higher headquarters commander's intent?
- ROE must be clear, concise, and at the soldier ("trigger-puller") level, and unclassified. ROE cards should be distributed. A sample ROE card is depicted in Figure V-2.
- During peace operations most ROE are "conduct-based," that is, your actions are based on a situation or threat that indicates a hostile act or intent. The threat may be a variety of groups or individuals but are not usually an "enemy" in the "warfighting" sense.
- Training all personnel is critical for them to understand ROE. Personnel should see what the threat or hostile intent looks like using Situational Training Exercises.

JTF FOR SOMALIA RELIEF OPERATION

GROUND FORCES
RULES OF ENGAGEMENT

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 proportional 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 mission.
4. Always be prepared to act in self-defense.

Figure V-2. Sample ROE Card

“The ROE vignettes are a lot like football plays. We practice the vignettes but in the real game they let the fans on the field.”

**Soldier,
10th Mountain Division**

- ROE may remain constant throughout your operation. Changing the rules may cause confusion or send the wrong signal to the local population. However, changes in the threat situation or political situation may dictate a formal **change to the ROE and require immediate distribution.**

- As the commander, you will recognize when new ROE are required, and promptly make a request for a change to the supported combatant commander. For example, if the presence of anti-aircraft weapons near your flight routes becomes a serious threat to the force, it may be necessary to seek permission to engage them immediately, without the usual demonstration of hostile act or hostile intent.

- ROE must be understood, remembered, applied, reinforced, and practiced.

- **The aggressiveness that is important in wartime operations must be tempered with restraint in the ambiguous environment of peace operations.**

5. Promulgation of Rules of Engagement

- Normally, ROE are distributed through the chain of command via an operation plan or order. In multinational operations, it is important to develop ROE in a format that can be promptly distributed to other nations.

- The “coalition forces support team” mentioned in Chapter II can assist in distributing current ROE and teaching it to multinational forces. It is important that **all** forces have the same understanding of the ROE.

6. Standing Rules of Engagement

- In October 1994, the JCS issued a SROE that contain the basic rules of self-defense. The SROE may be modified depending on the situation by combatant commands, and subordinate levels of command may request supplemental measures.

- SROE apply to all commanders throughout the chain of command. These ROE remain in effect until specifically modified or superseded.

- SROE define the inherent right of self-defense in terms of unit and national self-defense.

- Unit self-defense is the act of defending a particular unit of US forces, or an element of it, against a hostile act or a manifestation of hostile intent. The need to exercise unit self-defense may arise in situations ranging from apparently unrelated, localized violence, to terrorist acts, low-level conflicts and prolonged engagements.

- National self-defense is the act of defending the United States, US forces, and, in certain circumstances, US citizens, their property, or US commercial assets from hostile act or hostile intent. The need to exercise national self-defense may arise in isolated or prolonged regional or global situations that are often related to international instability.

- The elements of self-defense are:

- Necessity--Imminent danger requires resort to force when there is a hostile act or hostile intent.

“With respect to self-defense, ROE are permissive, which means that you are not required to take the full measure of action authorized. For example, assume that there has been a series of bomb threats in your area. A child runs toward a convoy with a box. Although authorized to fire (hostile intent) it may be prudent to hold fire. In Somalia, a beggar child was shot in this situation but the rifleman was not charged because he honestly believed there was hostile intent shown.”

Col F. M. Lorenz, USMC Unified Task Force Somalia

- Proportionality--Force must be limited in intensity, duration, and magnitude to that reasonably required to ensure the continued safety of US forces.

- ROE should be unambiguous and written so everybody will know that they will not be prosecuted if they carry out the ROE.

- Conduct a prompt inquiry (not necessarily a formal investigation) in all questionable cases of the use of deadly force.

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- Your legal advisor can help.
- Promptly and accurately record the facts.
- Media attention can be expected.
- **Be prepared to begin legal proceedings, but be aware that this may have a chilling effect on the actions of riflemen who are already in a stressful and dangerous situation.**
- Deployment of investigative agencies, for example, US Army Criminal Investigative Command, Naval Investigative Service, or Air Force Office of Special Investigations is absolutely essential.
- Additional information on ROE can be obtained from the JEL peace operations database under the title "Operational Law Handbook."



SOLDIERS

Forces are routinely challenged to work within ROE parameters.

7. Additional Legal Considerations

- Your legal advisor can help in many areas including refugees; displaced and detained civilians; PSYOP and CA; local culture, customs, and government; military and political liaison; claims; investigations; and contingency contracting.
- A comprehensive understanding of regulations and laws applicable to both military forces and other agencies, both governmental and nongovernmental, is essential to promoting unity of effort and achieving success.
- In multinational operations, coalition partners and the HN should be integrated into the planning process to ensure all legal requirements are identified. Your legal advisor should help establish liaison with multinational and HN legal officials early in the operation.
- Be prepared to provide the proper support to the local police force. This is an important element in retaining law and order. Be aware that US law places limitations on permissible support.
- Be prepared to provide prompt assistance to local authorities and court officials in developing a judicial system to handle thieves and trespassers. Monitor the system to ensure that it provides more than a "revolving door."
- Invariably, the International Committee of the Red Cross or other international organizations will monitor your actions. Your legal advisor should be their single point of contact.
- Two areas of sensitivity will usually arise in all peace operations.
 - Detention of local nationals or others who attack or otherwise disrupt the



Forces must avoid unnecessary apprehension and detention of the local populace.

Chapter V

JTF or its personnel is a delicate issue. You must be sensitive to apprehension and turnover procedures. This is important especially where there are distinct cultural differences in the area of operations.

- Claims. In all likelihood, your force will injure people or damage property, incidental to your operations. Your legal advisor must implement a claims system to pay for these incidents to assist in good community relations.

- You will encounter fiscal restraints involving activities that are not directly related to your mission. They are often technical and statutory in nature. They may arise in logistics assistance to NGOs, PVOs, multinational forces, or others.

- Your legal advisor can be a major contributor in solving many issues if used to full advantage.

APPENDIX A

SUMMARY AND HIGHLIGHTS OF PRESIDENTIAL DECISION DIRECTIVE 25

The current administration's policy on reforming multilateral peace operations can be located in the JEL database for peace operations under the title "Presidential Decision Directive 25 (PDD 25)." This directive addresses six major issues of reform and improvement. The executive summary of PDD 25 follows.

1. Policy Directive

"1. Making disciplined and coherent choices about which peace operations to support--both when we vote in the security council for UN peace operations and when we participate in such operations with US troops.

- To achieve this goal, the policy directive sets forth three increasingly rigorous standards of review for US support for or participation in peace operations, with the most stringent applying to US participation in missions that may involve combat. The policy directive affirms that peacekeeping can be a useful tool for advancing US national security interests in some circumstances, but both US and UN involvement in peacekeeping must be selective and more effective.

2. Reducing US costs for UN peace operations, both the percentage our nation pays for each operation and the cost of the operations themselves.

- To achieve this goal, the policy directive orders that we work to reduce our peacekeeping assessment percentage from the current 31.7% to 25% by January 1, 1996, and proposes a number of specific steps to reduce the cost of UN peace operations.

3. Defining clearly our policy regarding the command and control of American military forces in UN peace operations.

- The policy directive underscores the fact that the President will never relinquish command of US forces. However, as Commander in Chief, the President has the authority to place US forces under the operational control of a foreign commander when doing so serves American security interests, just as American leaders have done numerous times since the revolutionary war, including in Operation Desert Storm.

- The greater the anticipated US military role, the less like it will be that the United States will agree to have a UN commander exercise overall operational control over US forces. Any large scale participation of US forces in a major peace enforcement operation that is likely to involve combat should ordinarily be conducted under US command and operational control or through competent regional organizations such as NATO or ad hoc coalitions.

4. Reforming and improving the UN's capability to manage peace operations.

- The policy recommends 11 steps to strengthen UN management of peace operations and directs US support for strengthening the UN's planning, logistics,

Appendix A

information and command and control capabilities.

5. Improving the way the US government manages and funds peace operations.

- The policy directive creates a new shared responsibility approach to managing and funding UN peace operations within the United States Government. Under this approach, the department of defense will take lead management and funding responsibility for those UN operations that involve US combat units and those that are likely to involve combat, whether or not US troops are involved. This approach will ensure that military expertise is brought to bear on those operations that have a significant military component.

- The State Department will retain lead management and funding responsibility for traditional peacekeeping operations that do not involve US combat units. In all cases, the State Department remains responsible for the conduct of diplomacy and instructions to embassies and our UN mission in New York.

6. Creating better forms of cooperation between the Executive, the Congress and the American public on peace operations.

- The policy directive sets out seven proposals for increasing and regularizing the flow of information and consultation between the executive branch and congress; the President believes US support for and participation in UN peace operations can only succeed over the long term with bipartisan support of congress and the American people.”

2. Role of Peace Operations in Foreign Policy

- The current administration defines the role of the United States in peace operations in the following summary. (Extracted from the administration’s policy on reforming multilateral peace operations, May 1994).

- Voting for peace operations:

- US military involvement in peace operations must support diplomatic efforts to allow combatants the opportunity to resolve their differences and failed societies to commence the rebuilding process. Peace operations should not be open-ended commitments but instead linked to concrete political solutions; otherwise, they normally should not be undertaken. To the greatest extent possible, each UN peace operation should have a specified time frame tied to intermediate or final objectives, an integrated political and military strategy well-coordinated with humanitarian assistance efforts, specified troop levels, and a firm budget estimate.

- The UN has been the most frequent sponsor of peacekeeping operations. The administration will consider the factors below when deciding whether to vote for a proposed new UN peace operation (Chapter VI or Chapter VII) or to **support a regionally-sponsored peace operation.**

- UN involvement advances US interests, and there is an international community of interest for dealing with the problem on a multilateral basis.

- There is a threat to or breach of international peace and security, often of

Appendix A

a regional character, defined as one or a combination of the following:

- international aggression, or;
- urgent humanitarian disaster coupled with violence;
- sudden interruption of established democracy or gross violation of human rights coupled with violence, or threat of violence.

•• There are clear objectives and an understanding of where the mission fits on the spectrum between traditional peacekeeping and peace enforcement.

•• For traditional (Chapter VI) peacekeeping operations, a cease-fire should be in place and the consent of the parties obtained before the force is deployed.

•• For peace enforcement (Chapter VII) operations, the threat to international peace and security is considered significant.

•• The means to accomplish the mission are available, including the forces, financing and a mandate appropriate to the mission.

•• The political, economic and humanitarian consequences of inaction by the international community have been weighed and are considered unacceptable.

•• The operation's anticipated duration is tied to clear objectives and realistic criteria for ending the operation.

• These factors are an aid in decision-making; they do not by themselves constitute a prescriptive device. Decisions

have been and will be based on the cumulative weight of the factors, with no single factor necessarily being an absolute determinant.

• In addition, using the factors above, the US will continue to scrutinize closely all existing peace operations when they come up for regular renewal by the Security Council to assess the value of continuing them. In appropriate cases, the US will seek voluntary contributions by beneficiary nations or enhanced host nation support to reduce or cover, at least partially, the costs of certain UN operations. The US will also consider voting against renewal of certain long-standing peace operations that are failing to meet established objectives in order to free military and financial resources for more pressing UN missions.

• Participating in UN and other peace operations:

•• The administration will continue to apply even stricter standards when it assesses whether to recommend to the President that US personnel participate in a given peace operation. In addition to the factors listed above, we will consider the following factors:

•• Participation advances US interests and both the unique and general risks to American personnel have been weighed and are considered acceptable;

•• Personnel, funds and other resources are available;

•• US participation is necessary for operation's success;

•• The role of US forces is tied to clear objectives and an endpoint for US participation can be identified;

Appendix A

- Domestic and congressional support exists or can be marshalled;
- Command and control arrangements are acceptable.
- Additional, even more rigorous factors will be applied when there is the possibility of significant US participation in Chapter VII operations that are likely to involve combat:
 - There exists a determination to commit sufficient forces to achieve clearly defined objectives;
 - There exists a plan to achieve those objectives decisively;
 - There exists a commitment to reassess and adjust, as necessary, the size, composition, and disposition of our forces to achieve our objectives.
- Any recommendation to the President will be based on the cumulative weight of the above factors, with no single factor necessarily being an absolute determinant.
- The role of regional organizations:
 - In some cases, the appropriate way to perform peace operations will be to **involve regional organizations**. The United States will continue to emphasize the UN as the primary international body with the authority to conduct peacekeeping operations. At the same time, the United States will support efforts to improve regional organizations' peacekeeping capabilities.
 - When regional organizations or groupings seek to conduct peacekeeping with UNSC endorsement, US support will be conditioned on adherence to the principles of the UN Charter and meeting established UNSC criteria, including neutrality, consent of the conflicting parties, formal UNSC oversight and finite, renewal mandates.
- Refer to the JEL peace operations database for other portions of PDD 25.

APPENDIX B

SUMMARY OF UN CHARTER

CHAPTERS VI AND VII

“The first of the purposes of the United Nations listed in its Charter is to maintain international peace and security, and to that end: to take effective collective measures for the prevention and removal of threats to the peace, and for the suppression of acts of aggression or other breaches of the peace, and to bring about by peaceful means, and in conformity with the principles of justice and international law, adjustment or settlement of international disputes or situations which might lead to a breach of the peace.”

The Blue Helmets



UN Headquarters in New York City

- The UN Security Council is vested with the primary responsibility for the maintenance of international peace and security. Chapters VI and VII of the Char-

ter are the vehicles used to achieve this purpose. Below is a brief summary of these chapters. Consult the JEL peace operations database to view the Articles of Chapters VI and VII.

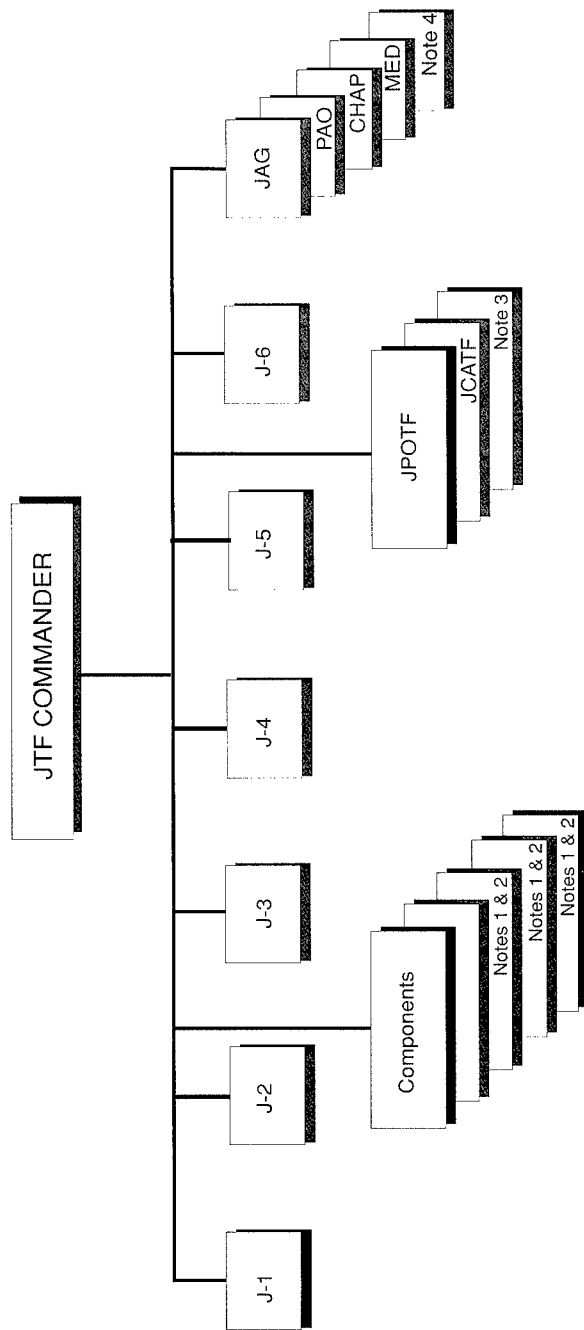
Appendix B

- Chapter VI- PACIFIC SETTLEMENT OF DISPUTES. This chapter provides that international disputes likely to endanger the maintenance of international peace and security can be brought to the attention of the UN Security Council or the General Assembly. The Security Council is expressly mandated to call on the parties to settle their disputes by peaceful means, to recommend appropriate procedures or methods of adjustment and, in addition, to propose actual terms of a settlement. The action of the Security Council in this context is limited to making recommendations; essentially, the peaceful settlement of international disputes must be achieved by the parties themselves, acting on a voluntary basis to carry out the decisions of the Security Council in accordance with the Charter.

- Chapter VII- ACTION WITH RESPECT TO THREATS TO THE PEACE,

BREACHES OF THE PEACE, AND ACTS OF AGGRESSION. If the Security Council determines that a threat to the peace, breach of the peace or act of aggression exists, the Security Council may employ the broad powers given it in Chapter VII of the Charter. In order to prevent an aggravation to the situation, the Security Council may call upon the parties concerned to comply with such provisional measures as it deems necessary or desirable. Next, it may decide, under Article 42, such action by air, sea, and land forces as may be necessary to maintain or restore international peace and security. For this purpose, all members of the UN agree to make available to the Security Council, on its call and in accordance with special agreements, the necessary armed forces, assistance and facilities. Plans for the use of armed force are to be made by the Security Council with the assistance of a military staff committee.

NOTIONAL JTF STAFF ORGANIZATION



- Notes: 1. Components as required (Service, functional, or both) includes the JSOTF.
 2. One of the component commanders will normally be designated as JFACC.
 3. Special purpose components.
 4. Special boards and centers (JVB, CMOC, etc.)

Figure C-1. Notional Joint Task Force Organization

UNITED NATIONS ORGANIZATION FOR PEACEKEEPING

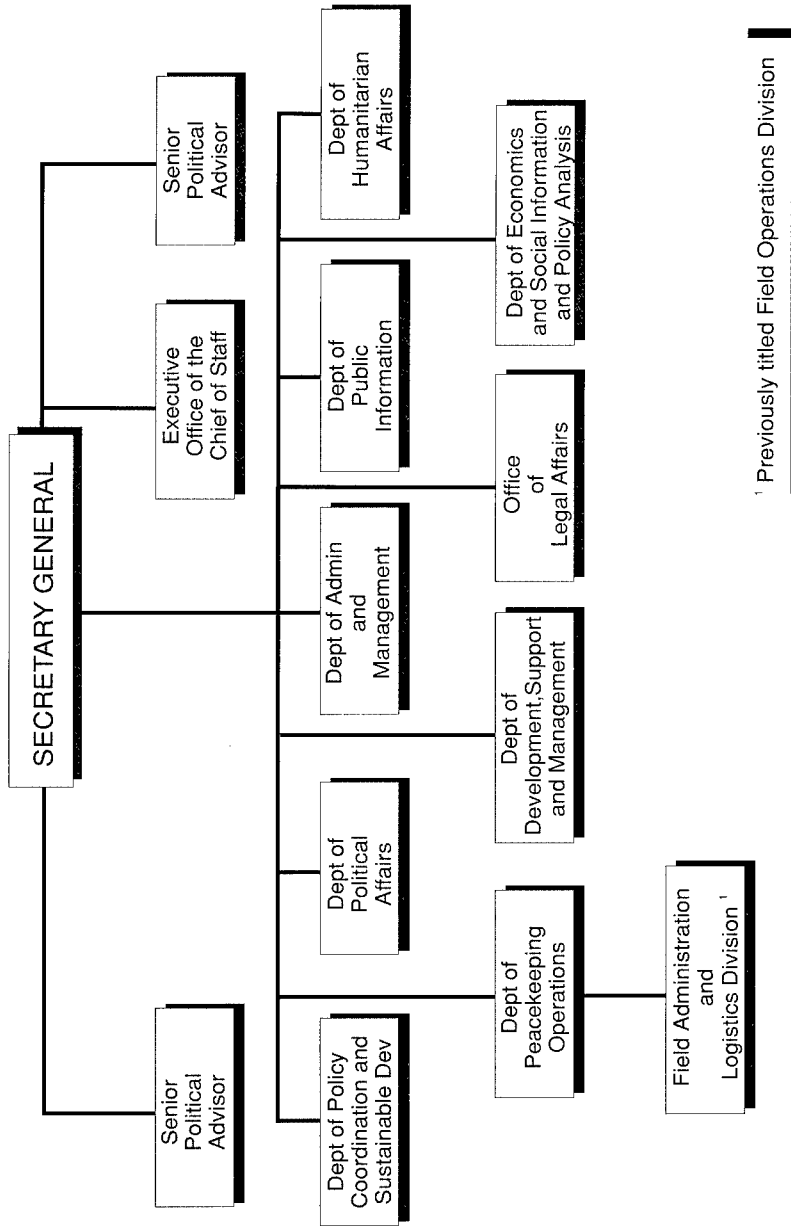


Figure C-2. UN Organization for Peacekeeping

¹ Previously titled Field Operations Division

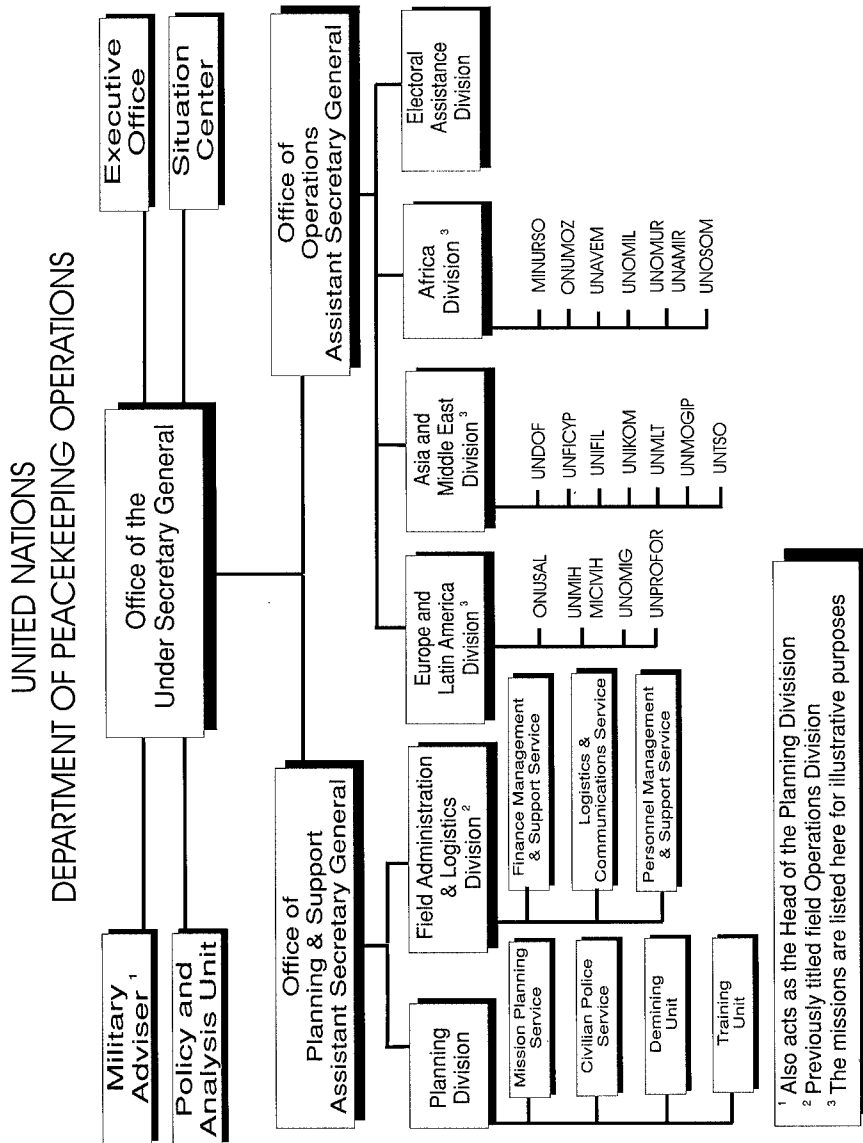
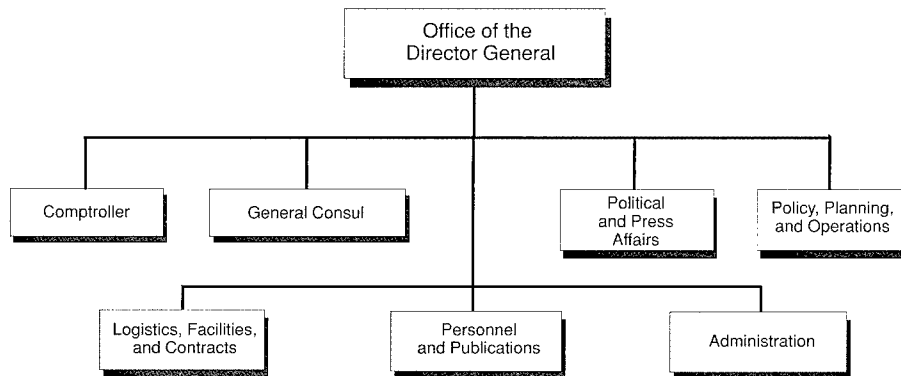


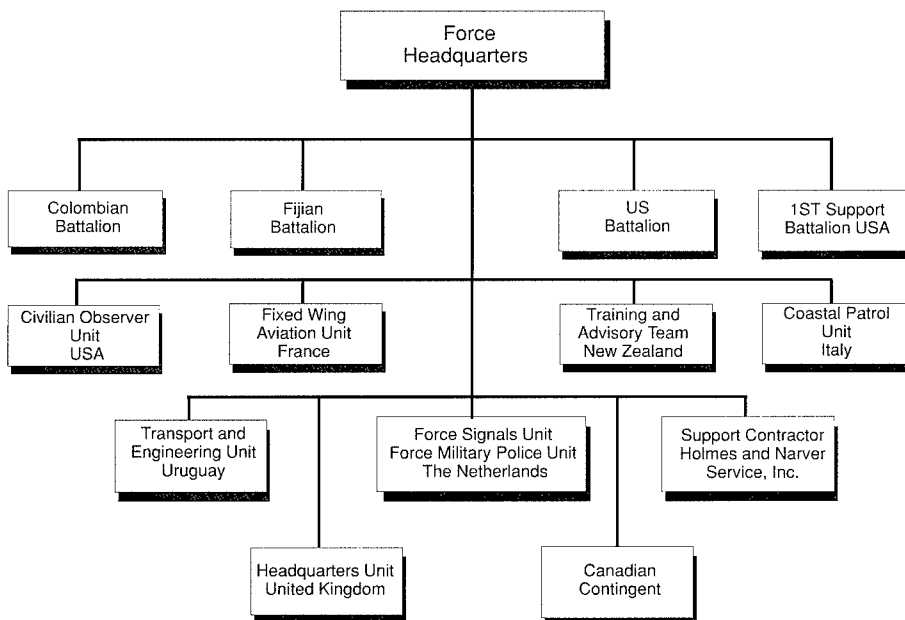
Figure C-3. UN Department of Peacekeeping Operations

THE CHAIN OF COMMAND FOR NON-UN PEACE OPERATIONS

MFO HEADQUARTERS - ROME, ITALY



THE FORCE



Note: US Forces performing peacekeeping operations under the direction of multinational peacekeeping organizations will be assigned to a combatant commander unless otherwise directed by the NCA.

Figure C-4. Sample Chain of Command for Multinational Force and Observers

GENERIC MULTINATIONAL COMMAND STRUCTURE

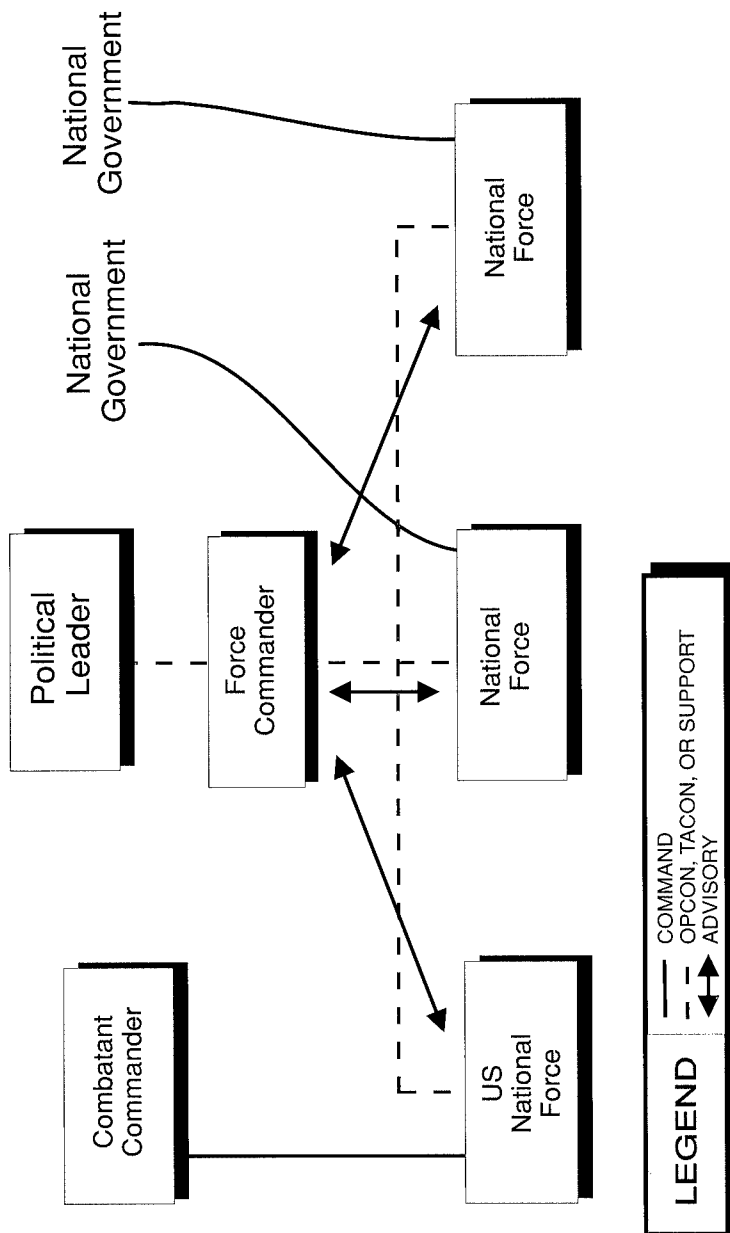


Figure C-5. Generic Multinational Command Structure

Appendix C

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GLOSSARY

PART I--ABBREVIATIONS AND ACRONYMS

AFRTS	Armed Forces Radio and Television Service
AMC	Air Mobility Command
AME	Air Mobility Element
C2	command and control
CA	civil affairs
CEO	chief executive officer
CFST	coalition forces support team
CG	commanding general
CI	counterintelligence
CJTF	commander, joint task force
CMOC	civil military operations center
DA	Department of the Army
DAO	defense attache office
DART	disaster assistance response team
DIRMOBFOR	Director of Mobility Forces
DLA	Defense Logistics Agency
DOD	Department of Defense
DOS	Department of State
DTS	Defense Transportation System
FID	foreign internal defense
GCCS	Global Command and Control System
HN	host nation

Glossary

HQ	headquarters
HQAFCENT	Headquarters Allied Forces Central Europe
HUMINT	human intelligence
J-1	Manpower and Personnel Directorate of a joint staff
J-2	Intelligence Directorate of a joint staff
J-3	Operations Directorate of a joint staff
J-4	Logistics Directorate of a joint staff
J-5	Plans Directorate of a joint staff
J-6	Command, Control, Communications, and Computer System Directorate of a joint staff
JCMEB	Joint Civil-Military Engineering Board
JCS	Joint Chiefs of Staff
JEL	Joint Electronic Library
JFACC	joint force air component commander
JIB	Joint Information Bureau
JISE	Joint Intelligence Support Element
JMC	Joint Movement Center
JOA	joint operations area
JOPES	Joint Operation Planning and Execution System
JPOTF	joint psychological operations task force
JTF	joint task force
JVB	joint visitors bureau
LOGCAP	logistics civilian augmentation program
LOGSAT	logistics situation report
LRC	logistics readiness center

Glossary

MDA	Multinational Deployment Agency
METT-T	mission, enemy, terrain and weather, troops and support available, time available
MFO	multinational force and observers
MOOTW	military operations other than war
NATO	North Atlantic Treaty Organization
NCA	National Command Authorities
NGO	nongovernmental organizations
OASD (SO/LIC)	Office of the Assistant Secretary of Defense (Special Operations/Low Intensity Conflict)
OFDA	Office of Foreign Disaster Assistance
OGA	other government agencies
OPCON	operational control
OPLAW	operational law
PAO	public affairs office, public affairs officer
PDD	Presidential Decision Directive
PEO	peace enforcement operations
PKO	peacekeeping operations
POL	petroleum, oils, lubricants
PSYOP	psychological operations
PUB	publication
PVO	private voluntary organizations
ROE	rules of engagement
ROWPU	reverse osmosis water purification unit
SA	security assistance

Glossary

SAO	security assistance organization
SOF	special operations forces
SOFA	status-of-forces agreement
SOMA	status of missions agreement
SROE	standing rules of engagement
TAACOM	Theater Army Area Command
TACON	tactical control
TCC	Transportation Component Command
TOR	terms of reference
TPFDD	time-phased force and deployment data
UCMJ	Uniform Code of Military Justice
UKAR	United Kingdom Army
UN	United Nations
UNSC	United Nations Security Council
US	United States
USA	United States Army
USAF	United States Air Force
USAID	United States Agency for International Development
USC	United States Code
USDAO	United States Defense Attache Office
USMC	United States Marine Corps
USN	United States Navy
USTRANSCOM	United States Transportation Command
WWMCCS	Worldwide Military Command and Control System

PART II--TERMS AND DEFINITIONS

ANTITERRORISM--Defensive measures used to reduce the vulnerability of individuals and property to terrorist acts, to include limited response and containment by local military forces. Also called AT. (Joint Pub 1-02)

CIVIL AFFAIRS--The activities of a commander that establish, maintain, influence, or exploit relations between military forces and civil authorities, both governmental and non-governmental, and the civilian populace in a friendly, neutral, or hostile area of operations in order to facilitate military operations and consolidate operational objectives. Civil affairs may include performance by military forces of activities and functions normally the responsibility of local government. These activities may occur prior to, during, or subsequent to other military actions. They may also occur, if directed, in the absence of other military operations. (Joint Pub 1-02)

CIVIL AFFAIRS AGREEMENT--An agreement which governs the relationship between allied armed forces located in a friendly country and the civil authorities and people of that country. (Joint Pub 1-02)

CIVIL-MILITARY OPERATIONS--Group of planned activities in support of military operations that enhance the relationship between the military forces and civilian authorities and population and which promote the development of favorable emotions, attitudes, or behavior in neutral, friendly, or hostile groups. (Joint Pub 3-57 FC)

COALITION FORCE--A force composed of military elements of nations that have formed a temporary alliance for some specific purpose. (Joint Pub 1-02)

COMBATTING TERRORISM--Actions, including antiterrorism (defensive measures taken to reduce vulnerability to terrorist acts) and counterterrorism (offensive measures taken to prevent, deter, and respond to terrorism), taken to oppose terrorism throughout the entire threat spectrum. (Joint Pub 1-02)

COUNTERINTELLIGENCE--Information gathered and activities conducted to protect against espionage, other intelligence activities, sabotage, or assassinations conducted by or on behalf of foreign governments or elements thereof, foreign organizations, or foreign persons, or international terrorist activities. Also called CI. (Joint Pub 1-02)

COUNTERTERRORISM--Offensive measures taken to prevent, deter, and respond to terrorism. (Joint Pub 1-02)

COUNTRY TEAM--The senior, in-country, United States coordinating and supervising body, headed by the Chief of the United States diplomatic mission, and composed of the senior member of each represented United States department or agency as desired by the chief of the US diplomatic mission. (Joint Pub 1-02)

DISPLACED PERSON--A civilian who is involuntarily outside the national boundaries of his or her country. (Joint Pub 1-02)

Glossary

END STATE--Military end state includes the required conditions that, when achieved, attain the strategic objectives or pass the main effort to other instruments of national power to achieve the final strategic end state. That end state describes what the NCA wants the situation to be when operations conclude--both military operations, as well as those where the military is in support of other instruments of national power. In the peace operations context, end state is the political and military conditions described by the authorizing power as the objective of peace operations. (FM 100-23)

FORCE PROTECTION--Security program designed to protect soldiers, civilian employees, family members, facilities, and equipment in all locations and situations, accomplished through planned and integrated application of combatting terrorism, physical security, operations security, personal protective services, and supported by intelligence, counterintelligence, and other security programs. (Joint Pub 1-02)

FOREIGN INTERNAL DEFENSE--Participation by civilian and military agencies of a government in any of the action programs taken by another government to free and protect its society from subversion, lawlessness, and insurgency. Also called **FID**. (Joint Pub 1-02)

HOST NATION--A nation which receives the forces and/or supplies of allied nations and/or NATO organizations to be located on, to operate in, or to transit through its territory. (Joint Pub 1-02)

HOST-NATION SUPPORT--Civil and/or military assistance rendered by a nation to foreign forces within its

territory during peacetime, crises or emergencies, or war based on agreements mutually concluded between nations. (Joint Pub 1-02)

HUMAN INTELLIGENCE--A category of intelligence derived from information collected and provided by human sources. Also called **HUMINT**. (Joint Pub 1-02)

HUMANITARIAN ASSISTANCE--Programs conducted to relieve or reduce the results of natural or manmade disasters or other endemic conditions such as human pain, disease, hunger, or privation that might present a serious threat to life or that can result in a great damage to or loss of property. Humanitarian assistance provided by US forces is limited in scope and duration. The assistance provided is designed to supplement or complement the efforts of the host nation civil authorities or agencies that may have the primary responsibility for providing humanitarian assistance. (Joint Pub 1-02)

INTERACTION--An association of 154 US-based private humanitarian organizations working in 180 countries. The central focus of its work is to alleviate human suffering and to promote sustainable development. (InterAction)

LAW OF WAR--That part of international law that regulates the conduct of armed hostilities. Also called the **law of armed conflict**. (Joint Pub 1-02)

LOGISTICS--The science of planning and carrying out the movement and maintenance of forces. In its most comprehensive sense, those aspects of military operations which deal with: a.

design and development, acquisition, storage, movement, distribution, maintenance, evacuation, and disposition of material; b. movement, evacuation, and hospitalization of personnel; c. acquisition or construction, maintenance, operation, and disposition of facilities; and d. acquisition or furnishing of services. (Joint Pub 1-02)

LOGISTIC ASSESSMENT--An evaluation of: a. The logistic support required to support particular military operations in a theater of operations, country, or area. b. The actual and/or potential logistics support available for the conduct of military operations either within the theater, country, or area, or located elsewhere. (Joint Pub 1-02)

MISSION CREEP--Occurs when armed forces take on broader missions than initially planned. (JFQ Forum, winter 1993-94, Dixon, p. 28)

MULTINATIONAL OPERATIONS--A collective term to describe military actions conducted by forces of two or more nations, typically organized within the structure of a coalition or alliance. (Joint Pub 1-02)

MILITARY OPERATIONS OTHER THAN WAR--Military actions, except those associated with sustained, large-scale combat operations. These military actions can be applied to complement any combination of the other instruments of national power and occur before and after war. (Joint Pub 3-07 FC)

NATIONAL COMMAND AUTHORITIES--The President and the Secretary of Defense or their duly deputized alternates or successors. Also called **NCA**. (Joint Pub 1-02)

NONGOVERNMENTAL ORGANIZATIONS--Refers to transnational organizations of private citizens that maintain a consultative status with the Economic and Social Council of the United Nations. Nongovernmental Organizations may be professional associations, foundations, multinational businesses or simply groups with a common interest in humanitarian assistance activities (development and relief). Non-governmental Organization is a term normally used by non-US organizations. Also called **NGO**. (Joint Pub 3-07 FC)

PEACE BUILDING--Post-conflict actions, predominately diplomatic and economic, that strengthen and rebuild governmental infrastructure and institutions in order to avoid a relapse into conflict. (Joint Pub 3-07 FC)

PEACE ENFORCEMENT--Application of military force, or the threat of its use, normally pursuant to international authorization, to compel compliance with resolutions or sanctions designed to maintain or restore peace and order. (Joint Pub 3-07 FC)

PEACEKEEPING--Military operations undertaken with the consent of all major parties to a dispute, designed to monitor and facilitate implementation of an agreement (cease fire, truce, etc.) and support diplomatic efforts to reach a long-term political settlement. (Joint Pub 3-07 FC)

PEACEMAKING--The process of diplomacy, mediation, negotiation, or other forms of peaceful settlement that arranges an end to a dispute, and resolves issues that led to conflict. (Joint Pub 3-07 FC)

Glossary

PEACE OPERATIONS--Encompasses peacekeeping operations (PKO), peace enforcement operations (PEO), and other military operations conducted in support of diplomatic efforts to establish and maintain peace. (Joint Pub 3-07 FC)

PRIVATE VOLUNTARY ORGANIZATIONS--Private, nonprofit humanitarian assistance organizations involved in development and relief activities. Private voluntary organization is the equivalent term of NGO. Also called PVO. (Joint Pub 3-07 FC)

PSYCHOLOGICAL OPERATIONS--Planned operations to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately the behavior of foreign governments, organizations, groups, and individuals. The purpose of psychological operations is to induce or reinforce foreign attitudes and behavior favorable to the originator's objectives. Also called **PSYOP**. (Joint Pub 1-02)

RULES OF ENGAGEMENT--Directives issued by competent military authority which delineate the circumstances and limitations under which United States forces will initiate and/or continue combat engagement with other forces encountered. Also called **ROE**. (Joint Pub 1-02)

STATUS - OF - FORCES AGREEMENT--An agreement which defines the legal position of a visiting military force deployed in the territory of a friendly state. Agreements delineating the status of visiting military forces may be bilateral or multilateral. Provisions pertaining to the status of visiting forces may be set forth in a separate agreement, or they may form a part of a more comprehensive agreement. These provisions describe how the authorities of a visiting force may control members of that force and the amenability of the force or its members to the local law or to the authority of local officials. To the extent that agreements delineate matters affecting the relations between a military force and civilian authorities and population, they may be considered as civil affairs agreements. Also called **SOFA**. (Joint Pub 1-02)

TERRORISM--The calculated use of violence or threat of violence to inculcate fear; intended to coerce or to intimidate governments or societies in the pursuit of goals that are generally political, religious, or ideological. (Joint Pub 1-02)

JOINT ELECTRONIC LIBRARY

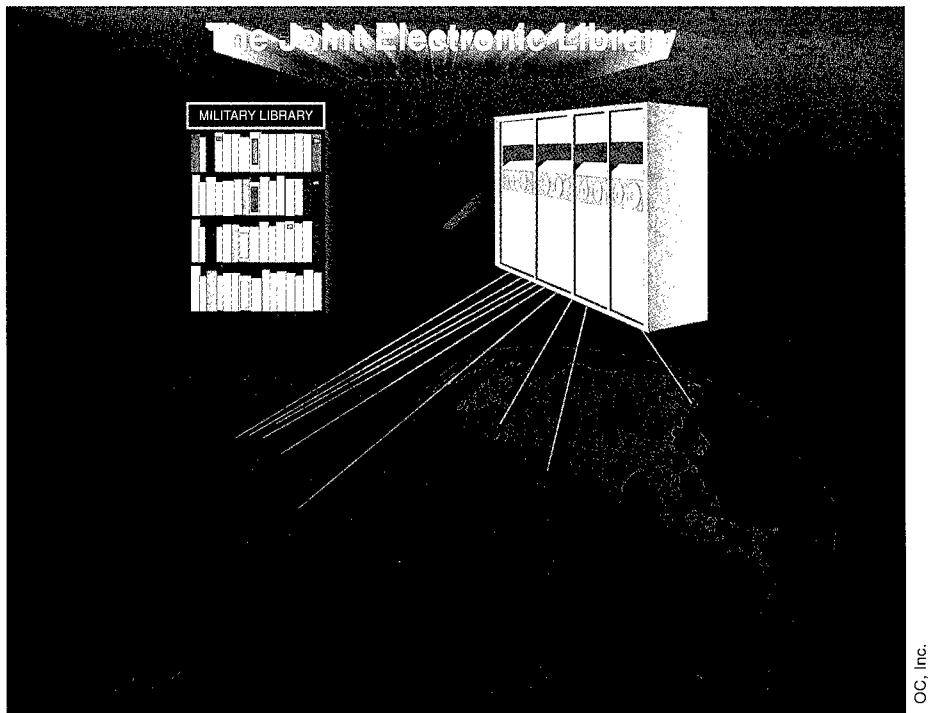
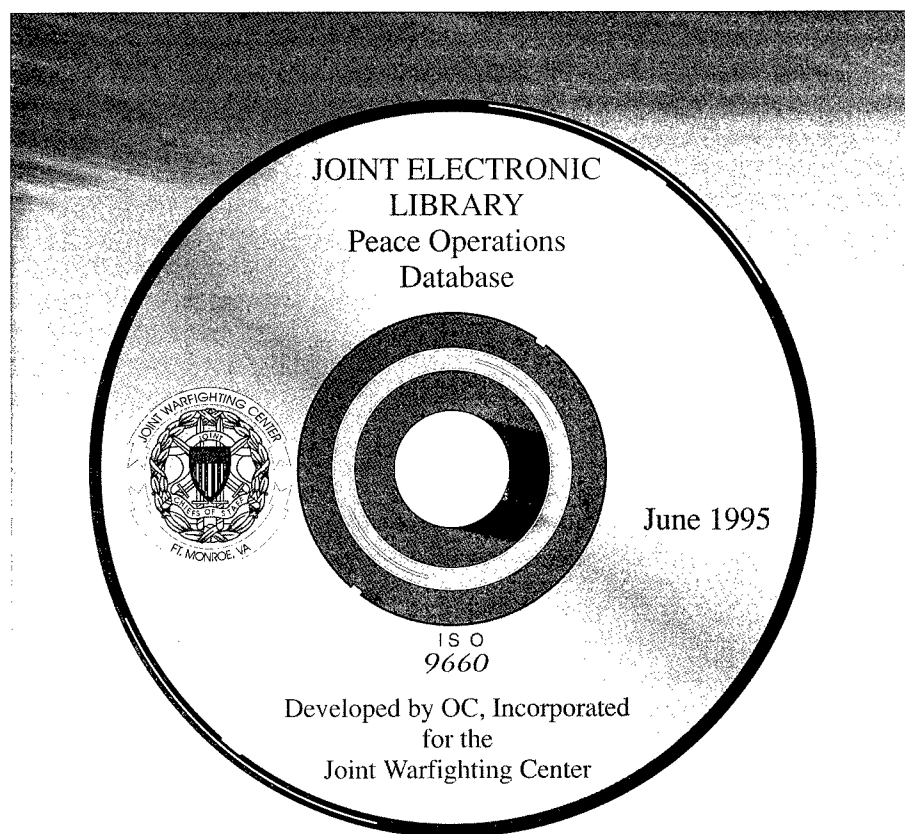


Figure JEL-1. The Joint Electronic Library Concept

- To provide greater access to the most current joint publications, and other appropriate databases and to expedite staffing, the JEL was created. The JEL, depicted in Figure JEL-1, provides the joint community on-line worldwide access to a full-text search and retrieval library located at the Joint Warfighting Center. It contains all unclassified approved joint doctrine, key Service and combined publications, selected research papers, peace operations documents and papers, all approved terminology, and selected bibliographies and indexes. Action officers, planners, researchers, and operators everywhere can access this vital information through their desktop computers using commercial and DSN telephone lines. A classified version of the system is scheduled for initial operation by 4th Quarter 1995.
- Most of the databases on the JEL on-line system are periodically loaded onto CD-ROM for worldwide distribution. A special Peace Operations CD-ROM, shown in Figure JEL-2 is scheduled for release in 4th Quarter 1995.
- Access to the JEL may be obtained by contacting the Joint Warfighting Center, Attn: JEL, Bldg. 100, Ingalls Road, Ft. Monroe, VA 23651-5000. You may FAX a request to (804) 726-6552 or DSN 680-6552. Requests should include full address, POC, commercial, DSN, and FAX telephone numbers, and reason for requesting access. Access is granted only for official business.



OC, Inc.

Figure JEL-2. The Peace Operation CD-ROM

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