

Training and Education Requirements for Humanitarian Assistance Operations

Kenneth P. LaMon

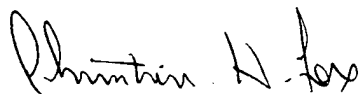
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13. ABSTRACT (Maximum 200 Words) This briefing presents results from a study undertaken by the Center for Naval Analyses (CNA) at the request of Marine Corps Combat Development Command (MCCDC) and I Marine Expeditionary Force (I MEF). The primary objective of the study is to identify and analyze some alternatives the Marine Corps might consider in order to improve its ability to conduct humanitarian assistance operations (HAOs). To meet this objective, we have been (1) examining ways of conducting HAOs; (2) identifying changes in organization, training and education, doctrine, and equipment and supplies that will help the marine Corps better prepare for HAOs; and (3) assessing the relative costs of these changes. This briefing focuses on identifying and analyzing the training and education requirements for Marines assigned to HAOs and suggests ways the Marine Corps might meet those requirements.				
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Training and Education Requirements for Humanitarian Assistance Operations

by Kenneth LaMon

This briefing presents results from a study undertaken by the Center for Naval Analyses (CNA) at the request of Marine Corps Combat Development Command (MCCDC) and I Marine Expeditionary Force (I MEF). The primary objective of the study is to identify and analyze some alternatives the Marine Corps might consider in order to improve its ability to conduct humanitarian assistance operations (HAOs). To meet this objective, we have been (1) examining ways of conducting HAOs; (2) identifying changes in organization, training and education, doctrine, and equipment and supplies that will help the Marine Corps better prepare for HAOs; and (3) assessing the relative costs of these changes.

This briefing focuses on identifying and analyzing the training and education requirements for Marines assigned to HAOs, and suggests ways the Marine Corps might meet those requirements. A list of other CNA documents related to HAOs is provided on the inside back cover of this document.

In the past few years, Marine training and education in key areas related to HAOs has increased substantially. Many of the recommendations listed in this paper have already been implemented to varying degrees. We have noted how some of the training requirements listed in the brief are currently being met by the Marine Corps. For other requirements, there appears to be no standard training for Marines. These requirements are met ad hoc at the discretion of the individual commander.

Organization of briefing

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- I. Results and recommendations
 - HAO essential tasks
 - Associated training and education requirements
 - Alternative ways to meet requirements
 - II. The method of the study
 - III. General requirements and discussion
- Appendices

This briefing is organized in three main parts:

PART I: We begin by presenting the results of the training and education portion of the larger HAO study. Here, we first characterize military participation in HAOs in terms of four essential tasks. We then list the training and education associated with each of these tasks. Finally, we suggest various ways the Marines could provide this training and education.

PART II: We discuss how the training and education study was conducted, different sources, and the organizational format we used in presenting the requirements.

PART III: We discuss in detail the skills Marines need during HAOs and give examples from recent missions. We include both those skills unique to HAOs and those that are similar to skills required for combat missions. These skills are arranged according to personnel categories introduced in part II. Here we try to indicate as well how current Marine Corps training and education prepares Marines in particular skill areas.

Appendix A lists HAO mission requirements (what Marines must know or know how to do) according to personnel categories introduced in part II.

Appendix B lists these same requirements under more generic categories.

Part I
Results and recommendations

HAO tasks requiring additional training and education for Marines

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- ◆ Staffs must conduct CAP for HAOs.
- ◆ The military must coordinate with relief organizations.
- ◆ Small units must conduct security operations in a noncombat environment.
- ◆ The military must interact with local populations.

We found that the training and education Marines need to conduct HAOs, beyond what is needed for warfighting, stem from the requirement to perform the four broad tasks listed above in the course of the mission.

We aren't saying that Marines don't perform other tasks during HAOs—as we show in part III, there is some overlap between the skills Marines need for conducting an HAO and the skills they need for warfighting. Nor are these tasks unique to HAOs. Indeed, staffs must conduct Crisis Action Planning (CAP) for warfighting as well as HAOs. However, many of the unique requirements of HAOs come into play during the CAP process, and if the Marines wish to put additional effort into preparing for HAOs, then CAP is an area where they can best focus that effort.

With these four tasks as our starting point, we will now discuss the required training and education associated with performing each task, along with a variety of ways to provide this training and education. It will turn out that the four tasks above have a number of associated training and education requirements in common.

Staffs must conduct CAP for HAOs

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Associated training and education requirements:

- General knowledge of HAO requirements, participants, and procedures
- Understanding of end state, ROE, MOEs, and legal issues in the context of HAOs

Staffs must be prepared to conduct CAP for all possible contingencies. Because crises can develop with little advance warning and may require an immediate response, staffs need to be able to plan quickly. The Marines should work with civilian experts in humanitarian emergencies during CAP, but the need for rapid planning means that staffs must also be able to effectively plan an HAO largely on their own.

In order to plan for humanitarian emergencies, Marines must have a general knowledge of HAOs and mission requirements. For example: What assistance is normally needed after a hurricane in a third-world country as opposed to a developed country? By understanding likely mission requirements, staffs are in a better position to gather information, make assessments, and assemble a force with the appropriate capabilities.

Officers should be familiar with the different non-military organizations that are active during HAOs, and with whom they will coordinate. (We specifically address coordination in the next section.) Familiarity with common procedures, such as setting up a civil-military operations center (CMOC), is also important.

Staff officers should have a rough feeling for possible mission end states, rules of engagement (ROE), measures of effectiveness (MOEs), and legal issues. Selected officers, such as lawyers, will require more in-depth knowledge in some of these areas. The need to understand HAO requirements is, of course, not limited to CAP, but also holds true in theater. Officers must be educated in order to respond appropriately as situations change.

Staffs must conduct CAP for HAOs

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Alternative ways to meet requirements:

- Include HAO case studies in professional military education (PME).
- Disseminate publications and lessons learned.
- Conduct seminar games, role-playing exercises, and rehearsals.
- Conduct HAO contingency planning:
 - » Identify non-military points of contact.
 - » Track Marines with HAO experience.

How can officers gain the increased general awareness of HAOs they need to conduct HAO CAP? The answer for a small number of Marine officers is military education at the Marine Corps Command and Staff College (CSC). Currently, about 20 percent of the course work at CSC is devoted to operations other than war (OOTW), and a much smaller fraction touches on HAOs.¹

To increase general awareness of HAOs at commands, periodic PME lectures should include case studies of recent humanitarian missions. These lectures could be from a variety of perspectives, including Marine, Army, relief agency, or United Nations (UN). This form of education is fairly low in cost.

Another low-cost way to improve general awareness of HAOs is for the Marine Corps to more vigorously document and disseminate relevant publications and lessons learned.

Seminar game and role-playing exercises such as Emerald Express, which took place at Camp Pendleton, and the CNA Humanitarian Assistance Game are effective ways to provide education, but are relatively expensive, and the results may not reach many Marines. During such practice, it is helpful to include participants from outside the Marine Corps.

1. Prof. Daniel Fitz-Simons, specialist in OOTW, Command and Staff College, private communication, March 20, 1996

Staffs must conduct CAP for HAOs (continued)

CNA

Alternative ways to meet requirements:

- Include HAO case studies in professional military education (PME).
- Disseminate publications and lessons learned.
- Conduct seminar games, role-playing exercises, and rehearsals.
- Conduct HAO contingency planning:
 - » Identify non-military points of contact.
 - » Track Marines with HAO experience.

When time permits, staffs can consult or work directly with experts (e.g., from the U.S. Agency for International Development's Office of Foreign Disaster Assistance (OFDA) or from selected NGOs and PVOs) to conduct HAO contingency or precrisis planning.² The Marine Corps could identify in advance points of contact among non-military personnel with expertise relevant to humanitarian missions who could be consulted during a crisis.

It is difficult now to identify personnel within the Marine Corps who have experience with HAOs. Improving personnel databases to include Marines with previous HAO experience would be useful and would have only moderate costs.

2. Non-governmental organizations (NGOs) and private voluntary organizations (PVOs) are non-profit organizations that are not affiliated with governments. NGO is the term used in Europe and the developing world; PVO is the term used in the United States. There are currently more than 1,300 NGOs/PVOs worldwide. See CRM 95-161, listed on the back cover.

The military must coordinate with relief organizations

CNA

Associated training and education requirements:

- General knowledge of relief organizations—their functions and capabilities
- In-depth knowledge of relief organizations by a few officers

During humanitarian assistance operations, the military is usually present to support other organizations whose primary job is providing aid. Typically, the principal value that Marines add to the mission is logistics and security. Coordinating with relief organizations during HAOs is therefore essential. Here we use the term “relief organizations” to refer to a number of different kinds of organizations, including:

U.S. Government agencies (i.e., OFDA)

UN agencies (i.e., UN Development Program or World Food Program)

PVOs and NGOs (i.e., CARE, Red Cross, and so forth).

Coordination requires, in part, that Marines have a general understanding of HAO requirements, as well as some knowledge of the different organizations involved in the relief process. It is also important that they know which agencies are operating in country and the functions, areas of expertise, capabilities, and locations of these agencies. Certain officers, particularly liaison and civil affairs officers, will require more in-depth knowledge of relief organizations, plus personal contacts among them.

Not only do Marines need to educate themselves regarding relief organizations, but they also need to make an effort to educate those same agencies concerning the Marine Corps—how they operate, and what they can provide.

The military must coordinate with relief organizations

CNA

Alternative ways to meet requirements:

- Attend professional conferences.
- Create one-day course on NGO familiarization.
- Send selected officers to OFDA training.
- Include OFDA in CAP rehearsals.
- Provide handbooks on relief-organization capabilities.
- Create SOPs.

To improve their familiarity with relief organizations, commands could send selected officers to attend professional humanitarian-assistance conferences where NGOs and other relief agencies are present. Those officers can, in turn, brief others at the command regarding the conference. Attending such events has a fairly low cost and has the additional benefit that it helps the relief organizations present become more familiar with the military. Other ways to improve coordination through training and education include:

- At a greater cost, the Marines could create their own course on relief-agency familiarization to be given at various commands.
- Liaison officers or selected staff officers could participate in OFDA training.
- OFDA and other relief agencies could be invited to participate in CAP rehearsals—therefore when the time comes to do the real thing, both sides are better prepared to work together.

Handbooks describing different relief organizations already exist to some extent. In particular, the U.S. Intelligence and Threat Analysis Center has a lot of information about different NGOs and where they are operating. This database should be made more accessible to the military.

Although not directly a training issue, developing standard operating procedures (SOPs), such as how to set up a CMOC, can help coordination in practice.³

3. III MEF has developed and published CMOC SOPs. More discussion of CMOC can be found in CRM 95-165 and CRM 95-156, which are listed on the back cover.

Small units must conduct security operations in a noncombat environment

CNA

Associated training and education requirements:

- Functioning with restricted ROE
- Small-unit scenarios and contingencies
- Urban patrolling
- Convoy operations and checkpoint operations
- Search techniques
- Crowd control methods and weaponry

The security situation during HAOs is often very different from combat—much of which relates to the next section on interacting with local populations. In the past, Marines have had to deal with security in relation to migrant camps (Guantanamo and northern Iraq), as well as street gangs (Los Angeles), looters (Florida), and banditry (Somalia). In Bangladesh, Marines were required to assist at food-distribution centers. These assignments raise significant training issues; for example, how to manage crowds of hungry people while minimizing the risk of violence and injury to them and yourself.

HAOs place particular responsibility on small units and small-unit leaders. During HAOs they must function with restricted ROE, and be prepared to react to a range of “what if” questions.⁴ For example, what if a sniper opens fire from a crowd of noncombatants or from a building populated with noncombatants? This training applies not just to infantry troops. Because of manpower requirements during HAOs, an artillery or transportation unit can expect to find itself facing the same situations.

Other skills that small units need include: conducting convoys, operating checkpoints, and applying search techniques. Patrolling is common activity in warfighting, but is done a little differently in HAOs, where it tends to be overt in order to demonstrate presence. Marines require training in order to apply some new nonlethal crowd-control technologies, as well as conventional crowd-control methods and equipment.

4. More discussion of ROE can be found in CAB 95-84, which is listed on the back cover.

Small units must conduct security operations in a noncombat environment

CNA

Alternative ways to meet requirements:

- Mobile training teams (MTTs)
- Training in crowd-control methods/weaponry for selected units
- Situational training for small units
- Vignette training for small-unit leaders
- Small-unit training handbooks and videos

Some security skills that small units need, such as functioning with riot-control gear, can be learned just before going out on a mission. Creating mobile training teams (MTTs) for many of these functions is worthwhile and less costly than maintaining the skills in regular units. In United Shield, which involved a limited number of troops, Marines had the luxury of time to evaluate and purchase commercial crowd-control gear, train MTTs in its use, and then use the teams to train others aboard ship before deploying. In anticipation of future missions, standing MTTs and inventories of crowd-control gear could be made ready now.

Other skills that Marines need for HAOs are important enough to include as part of a unit's regular training program. Presently, Marine Expeditionary Units (MEUs) train for a variety of urban security functions, including: crowd- and riot-control operations, military operations in urban terrain (MOUT), and urban patrolling. However, MEUs may not always be the force assigned a given task. To improve security training for HAOs, the Marines could increase situational training, and training in noncombat security operations for some U.S.-based units.

Small-unit leaders could also benefit from separate situational and vignette-based training. This training could take place in a classroom and would cost less than preparing a field exercise for an entire unit.

Small units must conduct security operations in a noncombat environment (continued)

CNA

Alternative ways to meet requirements:

- Mobile training teams (MTTs)
- Training in crowd-control methods/weaponry for selected units
- Situational training for small units
- Vignette training for small-unit leaders
- Small-unit training handbooks and videos

The Marine Corps might choose to review the Marine Corps Combat Readiness Evaluation System (MCCRES) to ensure that humanitarian assistance tasks, such as convoy security, checkpoints and roadblocks are included in the Mission Performance Standards for infantry, artillery, and other units. Commanders may wish to consider a shift in emphasis from some combat tasks to these.

Handbooks are a fairly inexpensive supplement to training. The Center for Army Lessons Learned (CALL) and the Joint Warfighting Center have produced handbooks nominally intended for OOTW and Peace Operations that could be useful for HAOs in some cases. CALL has also written a set of training vignettes based on Haiti scenarios.

As a training tool, videos have several advantages. If people with mission expertise are available to help make them, videos can be inexpensive to produce. Scheduling time to view them is fairly flexible because Marines can watch them on board ship while they are underway. Finally, in some circumstances, it is easier to illustrate concepts by presenting them to troops on video rather than passing out written reports. Ideally, videos and handbooks can be used to complement one another.

Military must interact with local populations

CNA

Associated training and education requirements:

- Regional and cultural orientation
- Negotiating skills
- HAO information gathering

The ability to deal effectively with local populations is an essential part of humanitarian assistance and is directly linked to the success of the mission. This requirement means that Marines should understand to some extent the cultures they are dealing with. For example, Marines have recently set up migrant camps for Kurds, Haitians, and Cubans. In each case, how the camps were set up and run had to be different because of the particular cultures involved. (Also, camps won't function without the willing participation of the migrants themselves.)

Marines need to be familiar with the following: recent local history, various ethnic groups, religion, local customs, and so forth. Although familiarity with some basic phrases in the local language would be useful for Marines, experience has shown that this is difficult to achieve.

During HAOs, negotiating skills are important to Marines at all levels—from sergeant to commanding general. These skills help Marines avoid the unnecessary use of force and foster goodwill and a positive image of the military. Success in an HAO can often depend heavily on what image the military projects. Understanding the culture of the population can contribute to the Marine Corps' ability to negotiate.

Although there may be no military threat during an HAO, information gathering is still necessary. Here information is needed to assess the immediate needs of the local population, and to see the impact that relief efforts are having. Gathering this kind of information is fairly new to Marines, even those in the intelligence community, and requires some additional training. For example, Marines need to know in general what to look for while patrolling and interacting with civilians.⁵

5. More analysis of information requirements and alternatives can be found in CRM 95-151, CRM 95-156, CRM 95-155, and CRM 95-166.

Military must interact with local populations

CNA

Alternative ways to meet requirements:

- Create and distribute orientation booklets and videos.
- Provide orientation briefings by regional experts.
- Attend conflict-resolution training programs.
- Include HAO information gathering in small-unit handbooks.
- Change active and Reserve civil affairs (CA) mix.
- Facilitate call-up of Reserve CA personnel.

Specific regional orientation for most Marines cannot really begin until there is a high likelihood of an actual deployment. At that time, regional information can be provided through orientation booklets and videos, if available, or by briefings from regional experts such as those in the Foreign Service.

More generic Marine training could address the need for negotiation skills by contracting with civilian companies who run conflict-resolution seminars. Or the Marines could use training programs that exist within other parts of the U.S. Government, for example, the Foreign Service Institute, or the Army's exportable negotiation training under development by the Army Peacekeeping Institute.

Training Marines for HAO information gathering is difficult because the information that is needed or available, along with possible sources, can vary greatly from situation to situation. An attempt to address the issue could be made during military education, or by including some guidelines on HAO information gathering in small-unit handbooks. Relating back to the issue of coordination, it should be noted that NGOs and other relief agencies can be good sources of relief information.⁶

An alternative to increasing training for Marines in areas related to CA would be to reevaluate existing Marine Corps CA capabilities, most of which reside in the Marine Corps Reserve. Because these Reservists require activation and mobilization, they are rarely used outside of a major conflict. The Marines should consider changing the mix between active and Reserve CA personnel in and request that procedures be simplified to call up Reserve CA personnel.

6. CRM 95-156, CRM 95-155, and CRM 95-151 have more details about information and coordination. These documents are listed on the back cover.

Part II
The method

The method

CNA

Study recent HAOs

Determine requirements

Organize requirements

Individual skills

Enlisted
Junior leader
Field-grade officer
Operational commander

Collective skills

Small unit
Large unit
Operational staff

The method used to identify training and education requirements involved looking at what tasks the Marines performed during several recent humanitarian assistance operations. These operations cover a broad spectrum of the kinds of HAOs that the Marine Corps could be asked to perform in the future. They include, among others:

Restore Hope (Overseas deployment with heavy security component, Somalia)

Garden Plot (Domestic riot control, May 1992, Los Angeles riots following the Rodney King verdict)

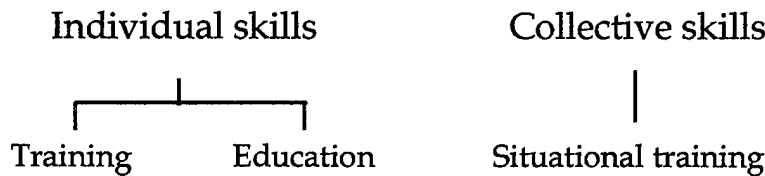
Hurricane Andrew Relief (Domestic disaster relief, September 1992)

Provide Comfort I (Construct and operate refugee camps, protect Kurds in Northern Iraq, April–June 1991, following the Gulf War.)

To find out what tasks Marines performed during these HAOs, we studied the Joint Universal Lessons-Learned/Marine Corps Lessons-Learned (JULLs/MCLLs) databases, mission after-action reports, and journal articles, and also attended conferences. Once we knew what tasks Marines performed, we then listed the skills required to perform them (appendix B). Next we organized these skills into rough categories according to the rank of individual or the size of the unit that requires them (appendix A). From these skills, discussed in detail in part III, we were able to characterize HAO mission requirements, and make the recommendations presented in part I.

Individual versus collective skills

CNA



Both individual and collective skills are tested during exercises.

After first listing the tasks that Marines perform during HAOs, along with some of the skills and knowledge they need (appendix B), it seemed natural to organize this list further. We divided the entries first into two categories: those entries requiring training or education for individuals, and those requiring training for groups, commonly referred to as collective training (appendix A).

Skills associated with individuals include, for example, marksmanship or foreign-language skills. Unit leaders also require individual training or special knowledge concerning the activities of their units. For example, conducting convoy operations is a collective skill for a squad that also requires individual training for the squad leader. Individual skills can be gained either through training or through education.

Training is the *building in* of information and procedures through the progressive repetition of tasks, which produces skill development.

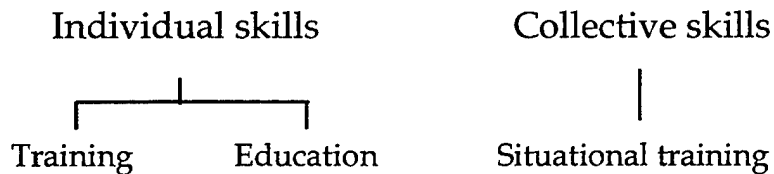
Education is the *drawing out* of students to initiate the learning process so they can bring their own interpretations and energies to bear on what they learn, which encourages creative problem solving.⁷

The early stages of a Marine's career are weighted more heavily toward training, with education dominating the later stages.

7. MCO 1553.1B, *The Marine Corps Training and Education System*, draft, 15 Mar 1991

Individual versus collective skills (continued)

CNA



Both individual and collective skills are tested during exercises.

In general, collective skills are developed through situational training. This training involves replicating the “battlefield” for warfighting or humanitarian assistance. Situational training can occur at training ranges with exercises designed for small squads or larger units, such as battalions. Also, a command staff by itself can undergo training by participating in situational (tabletop) war games or command post exercises.

Exercises are one form of training that tests the execution of both types of skills through simulation. Exercises occur periodically at the various military commands at both staff and unit levels.

The Unified Commands have developed exercise programs involving a variety of humanitarian-relief and disaster-relief scenarios.⁸ These exercises focus on staff planning and actions, command and control, simulated deployments, and training with other departments and agencies (governmental and nongovernmental), the Joint Staff, and other nations.

8. DOD Inspector General, *Catalogue of Peace Operations Training Activities*, September 1994

Personnel categories

CNA

- ◆ Enlisted
- ◆ Junior leaders
(Company-grade officers and NCOs)
- ◆ Field-grade officers
- ◆ Operational commanders

We placed the requirements (what Marines must know or do) associated with individuals into four basic personnel categories:

The **enlisted** group consists of Marines (generally E-1 through E-4) with no special training other than basic training and a military occupational specialty (MOS). The more experienced may have limited leadership or follow-on training.

By **junior leaders**, we mean officers and noncommissioned officers (NCOs) who lead small units, such as squads and platoons. They are able to direct and coordinate 10 to 100 Marines who are capable of applying lethal force to accomplish a single local objective. They run checkpoints, supervise observation posts, and conduct patrols and searches. They typically correspond to company-grade officers; that is, officers at or below captain. NCOs in this group rank from sergeant to master sergeant.

Field-grade officers are majors, lieutenant colonels, and colonels. In this study, they are thought of as officers who coordinate the employment of several small units to produce larger results. For example, they dispatch checkpoints and patrols. They may also send squads to help deliver or protect relief supplies.

Operational commanders will almost always be general or flag officers, and they often may be Joint Task Force (JTF) commanders. Initial operational training of these commanders is provided at one of the war colleges, when they are lieutenant colonels or colonels.

Collective units

CNA

- ◆ Small unit
 - Companies, platoons, and squads
- ◆ Large unit
 - Battalions, regiments, and MEUs
- ◆ Operational staff

Collective training occurs at three basic levels: small unit, large unit, and operational staff.

Small units are led by company-grade officers or senior enlisted personnel, operate at a single location, and perform essentially a single task. For training purposes, small units are companies, platoons, and squads. These units perform tasks such as conducting patrols; manning observation posts, check points, and road blocks; conducting searches; and similar activities. Small units are usually trained collectively on post or on another nearby post. These units, along with their officers and enlisted personnel, also get high-quality training when participating in the training of their parent battalions or MEUs.

Large units are led by staff officers and deploy and control several small units in order to produce a higher-level result. Battalions, regiments, and MEUs are typical large units. We consider the training of large units as training small units and a tactical staff to work together as a team. Training can sometimes involve only a large unit's staff in a war game or similar exercise, but it usually involves both the staff and small units. This training is typically done at training ranges.

Operational staffs are concerned with the highest operational level of the mission. They support their commanders, who are usually senior service or Joint Task Force commanders. The commander, and typically the senior staff officers, receive initial operational training at war colleges. As a group, operational staffs are usually trained in war games.

Part III
Requirements and discussion

Issues

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- ◆ What training is required for Marines conducting HAOs?
- ◆ How do training requirements for HAOs differ from requirements for warfighting?
- ◆ To what extent are the requirements the same?

In this third section, we discuss HAO mission requirements in detail. This involves examining what tasks Marines perform during HAOs, and some of the things they need to know. Where possible, we discuss the requirements by giving examples from recent HAOs. When examining the tasks Marines perform during HAOs, we indicate those tasks that are similar to ones they would expect to perform during a warfighting mission and those that are different.

We also try to describe, as well as possible, how Marine Corps training and education currently meet the mission requirements, particularly those requirements specific to HAOs. This is not always easy because most Marine Corps training in this area is left to the discretion of individual commanders, and a lot will be put together ad hoc as missions arise.

The following mission requirements are organized according to the seven personnel categories introduced in part II. To prevent this document from becoming too long, we will not discuss all of the requirements listed in appendix A, but limit ourselves to what we see as the more important ones.

Enlisted

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- ◆ Use of specialized equipment
 - Employ riot-control gear and nonlethal weapons
- ◆ Operations
 - Understand application of ROE and use of force
 - Identify mines and know proper handling procedures
 - Identify various weapons

In general, HAOs do not involve using equipment that is new to Marines. However, some humanitarian assistance missions will require the use of nonlethal force. Although specialized **nonlethal weaponry** can be effective in some of these missions, use of such weaponry is not a part of the Marines' regular training.

On one occasion during the Los Angeles riots, Marines were sent out with standard police **riot-control gear** (face shields, body shields, batons, etc.) without first having a chance to train with the new equipment. More recently, illustrating its growing use, riot-control gear was used by Marines to quell riots by Cubans in detention camps at Guantanamo and Panama.

In Somalia, waving rifles and shouting were ineffective against crowds. People knew the Marines wouldn't shoot them. Eventually, **cayenne-pepper spray** was found to be an effective nonlethal method of crowd control. In time, soldiers found that just waving an aerosol can would be enough to hold back crowds.

Just before Operation United Shield, Marines trained on board ships with a variety of nonlethal weaponry, including sticky foam, wooden bullets, and bean-bag guns, although none of this equipment was used in the mission.

Enlisted (continued)

CNA

- ◆ Use of specialized equipment
 - Employ riot-control gear and nonlethal weapons
- ◆ Operations
 - Understand application of ROE and use of force
 - Identify mines and know proper handling procedures
 - Identify various weapons

All the skills listed under *Operations* are important in warfighting as well as in HAOs. The one that may require some extra training for Marines, however, concerns the application of ROE and the use of force.

A clear **understanding of the rules of engagement (ROE)** is important in warfighting. However, applying ROE in humanitarian missions requires even greater sophistication because potential threats can be more difficult to spot. Instead of there being “hostile” forces identified, one can use force if “threatened.” Situational ROE training should be geared toward producing the proper reaction from Marines in the uncertain security environments they can sometimes face during HAOs. Problems that arose during past HAOs were not typically linked to the excessive use of force by Marines, as one might naively expect.⁹ Rather, troops may sometimes put themselves at increased risk by being too restrained and not taking strong enough actions for their own protection. In Haiti, for example, a soldier confronted by a knife-wielding assailant used his rifle barrel instead of opening fire. It should also be pointed out that ROE-related mistakes can seriously affect the chances for mission success either through negative media attention at home or by turning the local population against the military.

9. Jonathan T. Dworken, “Rules of Engagement: Lessons From Restore Hope,” *Military Review*, Sep 1994: 26

Junior leader

(Company-grade officers and NCOs)

CNA

- ◆ Transportation procedures
- ◆ Operations
 - Ability to perform HAO information gathering
- ◆ Regional orientation
 - Knowledge of local geography and climate
 - Cultural awareness

Junior leaders are required to lead in the execution of many small-unit tasks, some of which require familiarity with certain **transportation procedures**, including the transport of non-military personnel and relief supplies. (Small-unit tasks are discussed in more detail in a later section.) Junior leaders need some training related to **HAO information gathering**, which is done while patrolling and interacting with civilians. Past operations show that Marines do not get sufficient training in this area.

Educational requirements for junior leaders include **regional orientation**, which covers knowledge of the local geography and climate, along with general **cultural awareness**. For example, they should be familiar with the following:

- Recent local history
- Various ethnic groups
- Local customs

Marines will normally receive some predeployment education in these areas.

Field-grade officer

CNA

- ◆ Transportation procedures
- ◆ Operations
- ◆ Negotiation and moderation
- ◆ Regional orientation
- ◆ Relationships and coordination
- ◆ Intelligence and information
- ◆ Security

The duties of field-grade officers are complex and varied in HAOs. They include directing the activities of large units, such as battalions and Marine Expeditionary Units (MEUs). For brevity we will discuss here only a few (*negotiation and moderation, relationships and coordination, intelligence and information*) of the training and education requirements for field-grade officers during HAOs. The areas we skip have been covered elsewhere in the briefing, and the complete list of requirements is given in appendix A.

Negotiation skills can be important to military personnel at all levels during HAOs. A field-grade officer (or operational commander), for instance, might negotiate:

- Clearance for convoys
- Release of hostages
- Provision of humanitarian supplies
- Use of local ports or other facilities.

Field-grade officer (continued)

CNA

Relationships and coordination

- Coordinate with international military
- Coordinate with relief organizations
- Manage civilian contractors
- Coordinate volunteers

Individual skills required of field-grade officers include **coordination skills**. HAOs always involve participants other than the military—the military is normally not in charge of relief efforts, but is tasked with supporting relief organizations or the host-nation government. This support, which can include providing **transportation** and **security** for relief supplies, requires substantial coordination between Marines and a variety of relief organizations, including NGOs, PVOs, UN agencies, and U.S. Government agencies. Officers will therefore require some knowledge of the identity, missions, capabilities, and limitations of these agencies.

The military often finds relief organizations difficult to work with. Many of the NGOs and PVOs lack a clear command structure. They can also be fiercely independent and wary of the military, partly due to cultural differences, and partly because they don't want to be seen as aligned with the military, which could give the impression that they take sides. Some Marines, particularly officers in the CMOC, will benefit from personal contact with NGOs and shared training. Training together helps overcome some of the cultural differences between NGOs and the military. To this end, the Marine Corps has recently started to invite relief organizations to its HAO training exercises.

Field-grade officer (continued)

CNA

Intelligence and information

- Assess security environment
 - Assess threat from street gangs
 - Assess terrorist threat
 - Determine mood of local population
- Conduct HAO information gathering

Although there may be no military threat during a given HAO, field-grade officers must still **assess the local security environment**. Here threats could range from petty thievery to street gangs (as in Los Angeles during the riots) and banditry. There may also be a terrorist threat.

The need for information gathering is of course not driven exclusively by security concerns. As discussed earlier, Marines need to gather information to determine the immediate needs of the local population and also to measure the effectiveness of the relief effort. Problem areas that are identified can be given additional attention or can be handed over to a follow-on organization when the Marines leave. It should be pointed out that relief organizations themselves can be a good source of information about the impact of the relief effort and the general mood of the local population.¹⁰

10. See Emerald Express '95 Conference Report, I MEF, 9 to 14 April 1995, as well as CRM 95-155, CRM 95-156, and CRM 95-166, which are listed on the back cover.

Operational commander

CNA

- ◆ Courses of action
 - Determine appropriate military tasks
 - Understand legal issues
 - Develop appropriate ROE
 - Develop possible mission end states
- ◆ Relationships and coordination
- ◆ Interaction with the media

When an operational commander needs a skill, it often means that someone on his staff must have that skill. Many of the requirements for commanders listed in appendix A, such as *negotiation skills* and *regional orientation*, have been already discussed in previous sections. Here we will discuss requirements from the following categories: *courses of action*, *relationships and coordination*, and *interaction with the media*.

Above all, commanders appear to require a **general understanding of HAOs**—familiarity with the subtleties of **rules of engagement** and determining appropriate tasks for units, which require an awareness of the many complex **legal issues** present in HAOs. The operational commander can also work with higher authorities to **determine possible mission end states** (conditions to be met before the mission is considered completed). It is important that the operational commander be familiar with the various agencies involved in humanitarian relief, i.e., state and federal agencies; UN agencies; NGOs/PVOs; the State Department; and the National Guard (for domestic operations).

The operational commander must also **coordinate with the host-nation's government** and any **international military**, if present. This last type of coordination can also be necessary during purely military operations. As in all operations with large military involvement, there will be media coverage. It is the operational commander's responsibility to develop a plan for working with the media given established policies.

Small unit

CNA

Conduct operations in an urban environment

- Crowd control
- Riot control
- Traffic control
- Patrolling
- Weapons confiscation
- Friendly and hostile extraction
- Small-unit, immediate-action scenarios and contingencies

Most of the tasks that small units perform during HAOs have to do either with establishing security (often in urban environments) or dealing with local populations. We'll now discuss some HAO requirements that may require additional training for small units.

Crowd control is a task that was common to many of the HAOs studied, not just those with an overt security threat, such as Restore Hope or the Los Angeles riots. In Bangladesh, for example, the Marines were required to provide security at food-distribution sites. Special training and procedures need to be developed for managing crowds of people. Improper crowd control can increase the likelihood of violence or injury.

Patrolling is common in warfighting, but it is conducted differently during humanitarian assistance operations. Generally, combat patrols try to remain undetected. During HAOs, however, patrols are used to demonstrate "presence" and also to gather information from the local population, therefore patrolling is done openly.

The training under *small-unit, immediate-action scenarios and contingencies* above is meant to cover a range of "what if" questions. For example, what if a sniper opens fire from a crowd of noncombatants or from a building populated with noncombatants?

Small unit (continued)

CNA

- ◆ Operate checkpoints
- ◆ Operate observation posts
- ◆ Execute refugee-handling procedures
- ◆ Execute detainee-handling procedures
- ◆ Conduct searches
- ◆ Interact with the media

The other small-unit tasks above are all, to some degree, requirements during warfighting. However, during HAOs they can be more central to the mission, and for that reason, they may deserve increased training or education.

Marine Corps training has recently increased emphasis on many of the small-unit tasks listed on this and the previous viewgraph. This training takes place in the following places:

- The USMC Basic School has developed an Urban Patrolling course that consists of two periods of classroom instruction, followed by an Urban Patrolling exercise for junior officers that stresses lessons learned from U.S. activities in Somalia and the Balkans.¹¹ The exercise is conducted at the FBI Academy and stresses shoot or no-shoot scenarios, interaction among civilians, and convoy operations.

11. DOD Inspector General, Sep 1994, Op. cit.

Small unit (continued)

CNA

- ◆ Operate checkpoints
- ◆ Operate observation posts
- ◆ Execute refugee-handling procedures
- ◆ Execute detainee-handling procedures
- ◆ Conduct searches
- ◆ Interact with the media

- Marine Expeditionary Units that are Special Operations Capable (SOC) follow an intensive six-month training program, followed by six months of forward deployment. Among MEU (SOC) training requirements is humanitarian and civic assistance, which includes as enabling tasks:
 - Crowd-control and riot-control operations
 - Military operations in urban terrain (MOUT), establishing checkpoints, urban patrols, and surveillance operations
 - Training and association with civil affairs, psychological operations, intelligence, medicine, engineering, public affairs, and related fields.
- Outside of MEUs, USMC training is carried out through the Marine Corps Combat Readiness Evaluation System (MCCRES). Commanding officers choose among a list of tasks that their units can train in, then they are evaluated on their choices. MCCRES does not focus on HAO requirements. Because commanders also have flexibility in deciding the specific training schedules for their companies, platoons, and so forth, training will vary from unit to unit.

Large unit

CNA

- ◆ Transportation procedures
- ◆ Operations
- ◆ Security
- ◆ Relationships and coordination

Large units perform a wide variety of tasks during HAOs. Because we have already discussed *security* and *relationships and coordination*, we will not discuss these sections again here. Instead, we will briefly present some of the items from *transportation procedures* and *operations*. For the complete list of requirements for large units, see appendix A.

Large unit (continued)

CNA

Transportation procedures

- Evacuate civilians (permissive and nonpermissive)
- Transport non-military personnel
 - Relief personnel
 - Media representatives
 - VIPs
- Transport relief supplies
 - Operate convoys
 - Transport private donations

During HAOs, transportation-related tasks are conducted in the same way, or nearly the same way, as during combat operations. For example, noncombatant evacuation is a common warfighting mission, as is transporting VIPs and the media. The circumstances under which the Marines operate convoys in HAOs may be different from those in wartime, but the training required is essentially the same.

Large unit (continued)

CNA

Operations

- Follow refugee-handling procedures
- Prepare and distribute food
- Provide potable water
- Provide shelter
- Provide power and electricity
- Improve sanitation
- Remove debris
- Repair local infrastructure

Most of the tasks listed above under *Operations* are not directly related to combat, although they do fall into areas where the Marine Corps has significant capabilities. These tasks can be intended either as temporary or longer-term relief for civilians.

Some of the things Marines might have to do under *Provide potable water* include:

- Distribute bottled water
- Provide and distribute water-purification equipment
- Repair primary water-distribution facilities
- Restore water-treatment capabilities.

Other tasks performed by the Marines fall into a more lasting **infrastructure-repairing** category. In Somalia, these tasks have included well-drilling and building schools and roads. Civilian contractors, if available, can be enlisted for some of these jobs. Although there are some differences of opinion inside and outside of the military as to whether it is appropriate for Marines to do such civic-related tasks, the Marines have, in fact, done these tasks in a number of past missions.

Operational staff

CNA

- ◆ Transportation procedures
 - Develop air-space and port-access policies
- ◆ Courses of action
 - Determine appropriate military tasks
 - Understand legal issues
 - Develop appropriate rules of engagement
 - Develop measures of effectiveness
 - Develop possible mission end states

Air-traffic management came up frequently in JULLs as a requirement during HAOs. Unscheduled aircraft often fly into disaster areas carrying donations, and various aid representatives, as well as members of the media. These aircraft must be carefully coordinated to prevent accidents. The operational staff may therefore need to develop policies (in coordination with the host-nation government) regarding air-space management. Port access can also be a problem. For example, the operational staff might have to assign priorities to incoming ships.¹²

The operational staff is responsible for **determining appropriate military tasks** during an HAO. This is necessary in order to keep the mission consistent with what has been authorized. The operational staff must be educated to handle the many complicated **legal issues** involved in HAOs. Many legal issues that arose during the Los Angeles riots had to do with the interaction of the military with civilian law enforcement. For example:

- When may soldiers ride in police cars?
- When is it appropriate for the military to direct civilian traffic?
- What steps are appropriate for the military to take in order to apprehend a criminal suspect?

The operational staff also assists in **developing rules of engagement, measures of effectiveness, and potential end states** for a given HAO.

12. See CRM 95-152 listed on the back cover for more details on air management and seaport coordination.

Operational staff (continued)

CNA

Relationships and coordination

- Coordinate with State Department
- Coordinate with host-nation governments
- Coordinate with relief organizations
- Coordinate with international military
- Interact with the United Nations
- Coordinate with the National Guard
- Interact with the media.

The operational staff has the complex task of interacting with many organizations, as well as coordinating the different service branches of the U.S. forces themselves. For this job, the operational staff requires a number of well-trained **liaison personnel**.

Because normally the security threat during HAOs is not the same as during warfighting, the question of **media access** will require some special consideration. The operational staff should assist the commander in determining how to handle the media regarding interviews and access to troops. The staff should also disseminate instructions to troops concerning interaction with the media.

Appendix A: Specific training and education requirements

This appendix gives the complete list of training and education requirements for humanitarian assistance operations on which the discussion in part III is based. This list represents a reorganization of the mission requirements presented in appendix B according to the personnel categories introduced in part II.

Enlisted

Use of specialized equipment

Employ riot-control gear

–Face shields

–Body shields

–Riot batons

Use pepper spray effectively

Operations

Understand application of ROE and use of force

Identify mines and know proper handling procedures

Identify various weapons

Junior Leader

Transportation procedures

Transport non-military personnel

Transport relief supplies

–Load and unload relief supplies

Operations

Conduct urban environment operations

- Crowd control
- Riot control
- Traffic control
- Patrolling
- Weapons confiscation
- Friendly and hostile extractions
- Small-unit, immediate-action scenarios and contingencies
- Urban search and rescue

Understand application of ROE and use of force

Operate check points

Operate observation posts

Conduct searches

- Houses
- Vehicles
- Civilians/Females/Children

Identify mines and know proper handling procedures

Identify various weapons

Know refugee-handling procedures

Conduct HAO information gathering

Regional orientation

Know local geography and climate

Be familiar with recent local history

Be familiar with various ethnic groups

Be aware of local customs

Know basic linguistic phrases

Field-grade officer

Transportation procedures

Evacuate civilians (permissive and nonpermissive)

Transport non-military personnel

–Relief personnel

–Media representatives

–VIPs

Assist transport of relief supplies

–Operate convoys in a semipermissive environment

Assist transport of private donations

–Store donations

–Distribute donations

Operations

Conduct urban environment operations

–Crowd control

–Riot control

–Traffic control

–Patrolling

Operate check points

Operate observation posts

Know refugee-handling procedures

Negotiation and moderation skills

Negotiate convoy clearance

Negotiate in hostage situations

Negotiate for provision of humanitarian supplies

Regional orientation

Know local geography and climate

Be familiar with recent local history

Be familiar with various ethnic groups

Be aware of local customs

Linguistics

Know basic language phrases

Understand how to use interpreters

–Communicate with locals

–Conduct interrogations

Intelligence

Conduct HAO information gathering

Assess security environment

–Assess threat from street gangs

–Assess terrorist threat

–Determine mood of local population

Security

Protect supplies from pilferage and theft

Execute detainee handling procedures

Secure classified materials

Establish secure lines of communication

Interaction with the media

Give interviews

Conduct media tours

Relationships and coordination

Coordinate with international military

–Identify various uniforms and insignia

–Be aware of foreign military customs

Coordinate with relief agencies and NGOs

Manage civilian contractors

Coordinate volunteers

Operational commander

Negotiation and moderation skills

- Understand how to use interpreters
- Negotiate with faction leaders
- Negotiate for the return of casualties

Regional orientation

- Know local geography and climate
- Understand recent local history
- Be aware of various ethnic groups
- Be aware of local customs

Courses of action

- Determine appropriate tasks
- Understand legal issues
- Develop appropriate rules of engagement (ROE)
- Develop possible mission end states

Interaction with the media

- Develop media plan
- Hold press conferences
- Give interviews

Relationships and coordination

- Be familiar with various agencies.
 - State and federal agencies (e.g., FEMA, OFDA)
 - State Department
 - Private relief organizations (NGOs, PVOs)
 - National Guard
- Coordinate with host-nation governments
- Coordinate with international military
 - Anticipate political agenda of foreign military
 - Be aware of political constraints on foreign military

Be familiar with United Nations procedures

Small unit

Operations

Conduct urban-environment operations

- Crowd control
- Riot control
- Traffic control
- Patrolling
- Weapons confiscation
- Friendly and hostile extractions
- Small-unit, immediate-action scenarios and contingencies
- Urban search and rescue

Operate check points

Operate observation posts

Execute refugee-handling procedures

Execute detainee-handling procedures

Interact with the media

Conduct searches

- Houses
- Vehicles
- Civilians/Females

Large unit

Transportation procedures

Evacuate civilians (permissive and nonpermissive)

Transport non-military personnel

- Relief personnel
- Media representatives
- VIPs

Transport relief supplies

- Load and unload relief supplies
- Operate convoys in a semipermissive environment

Transport private donations

- Load and unload donations
- Store donations
- Distribute donations

Operations

Follow refugee-handling procedures

Prepare and distribute food

- MREs
- Hot meals
- Provide security against mobs at distribution points

Provide potable water

- Distribute bottled water
- Provide and distribute water-purification equipment
- Repair primary water-distribution facilities
- Restore water-treatment capabilities

Provide shelter

- Provide emergency shelter
- Build and operate life-support centers

Provide power and electricity

- Provide emergency power
- Repair existing facilities

Improve sanitation

- Remove human and animal remains
- Provide and inspect porta-potties
- Restore temporary power to sewage facilities
- Control health risks
- Provide for trash collection

–Undertake pest control

Remove debris

–Clear major roads

–Clear debris threatening public health

–Clear selected public and private property

Repair local infrastructure

–Improve roads

–Repair and build bridges

–Construct base camps

–Drill wells

Security

Protect supplies from pilferage and theft

Follow handling procedures for detainees

Secure classified materials

Establish secure lines of communication

Conduct HAO information gathering

Operational staff

Transportation procedures

Develop air-traffic policies

Develop port-access policies

Courses of action

Determine appropriate tasks

Understand legal issues

Develop appropriate rules of engagement (ROE)

Develop measures of effectiveness (MOEs)

Develop possible mission end states

Relationships and coordination

Coordinate with State Department

Coordinate with host-nation governments

Coordinate with National Guard
Coordinate with relief organizations
Coordinate with international military
Interact with the United Nations

Media relations

Develop media plan
Hold press conferences
Arrange media tours

Medical personnel

Operations

Provide emergency treatment
Operate temporary aid stations
 –Provide sufficient female personnel
 –Understand basic foreign-language phrases
Provide medical assistance to civilians
 –Provide care for relief workers
 –Treat elderly persons
 –Provide immunization for children
 –Treat malaria
 –Treat civilians for lice
Teach stress management

Appendix B: General training and education requirements

This appendix presents training and education requirements for humanitarian assistance operations. Here we list the requirements according to the generic categories used appendix A, but without reference to who should receive the necessary training. These requirements represent what the Marines either needed to know or know how to do during past missions.

Use of specialized equipment

Employ riot-control gear

–Face shields

–Body shields

–Riot batons

Use bullhorns effectively

Use pepper spray effectively

Transportation procedures

Evacuate civilians (permissive and nonpermissive)

Transport non-military personnel

–Relief personnel

–Media representatives

–VIPs

Transport relief supplies

–Load and unload relief supplies

–Operate convoys in a semipermissive environment

Transport private donations

- Load and unload donations

- Store donations

- Distribute donations

Conduct air-traffic management

Operations

Conduct urban-environment operations

- Crowd control

- Riot control

- Traffic control

- Patrolling

- Weapons confiscation

- Friendly and hostile extractions

- Small-unit, immediate-action scenarios and contingencies

- Urban search and rescue

Operate check points

Operate observation posts

Conduct searches

- Houses

- Vehicles

- Civilians and Females

Identify mines and know proper handling procedures

Identify various weapons

Know refugee-handling procedures

Prepare and distribute food

- Distribute MREs

- Prepare and distribute hot meals

- Provide security against mobs at distribution points

Provide potable water

- Distribute bottled water

- Provide and distribute water-purification equipment
- Repair primary water-distribution facilities
- Restore water-treatment capabilities

Provide shelter

- Provide emergency shelter
- Build and operate life-support centers
 - Provide recreation (games, TV, etc.)
 - Be considerate of local customs and food preferences
- Establish camp security
 - Screen for criminal refugees in camps
 - Separate criminal refugees and troublemakers

Provide power and electricity

- Provide emergency power
- Repair existing facilities

Improve sanitation

- Remove human and animal remains
- Provide and inspect porta-potties
- Restore temporary power to sewage facilities
- Control health risks
- Provide for trash collection
- Undertake pest control

Remove debris

- Clear major roads
- Clear debris threatening public health
- Clear selected public and private property

Repair local infrastructure

- Improve roads
- Repair and build bridges
- Construct base camps

-Drill wells

Medical

Provide emergency treatment

Operate temporary aid stations

-Provide sufficient female personnel

-Understand basic foreign-language phrases

Provide medical assistance to civilians

-Provide medical assistance to relief workers

-Treat infants and small children

-Provide immunization for children

-Treat elderly persons

-Treat malaria

-Treat civilians for lice

Teach stress management

Negotiation and moderation

Negotiate with faction leaders

Negotiate convoy clearance

Negotiate for return of casualties

Negotiate for provision of humanitarian supplies

Negotiate during hostage situations

Regional orientation

Know local geography and climate

Be familiar with recent local history

Be familiar with various ethnic groups

Be aware of local customs

Linguistics

Know basic language phrases

Understand how to use interpreters

-Communicate with people receiving humanitarian assistance

- Conduct interrogations

Provide special linguistics training for medical personnel

Intelligence

Conduct HAO information gathering

Assess security environment

- Assess threat from street gangs

- Assess terrorist threat

- Determine mood of local population

Security

Protect supplies from pilferage and theft

Follow handling procedures for detainees

Secure classified materials

Establish secure lines of communication

Doctrine and courses of action

Develop appropriate ROE, MOEs, and end states

Determine appropriate missions

- Medical assistance to civilians, traffic control, etc.

- Transportation for relief workers

Understand application of ROE and use of force

Understand doctrine on non-military use of military equipment

Interaction with the media

- Develop media plan

- Give interviews

- Hold press conferences

- Conduct media tours

Relationships and coordination

Assist state and federal agencies (e.g., FEMA)

- Help process aid applications

- Distribute food stamps, relief checks

Establish liaison with local (U.S.) police

- Coordinate with National Guard
- Coordinate with NGOs
- Manage civilian contractors
- Coordinate volunteers
- Coordinate with State Department
- Coordinate with host-nation governments
- Coordinate with international military
 - Identify various uniforms and insignia
 - Be aware of foreign military customs
 - Anticipate political agenda of foreign military
 - Be aware of political constraints on foreign military

Interact with the United Nations

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