

CHAPTER I

INTRODUCTION TO FOREIGN HUMANITARIAN ASSISTANCE OPERATIONS

“When the military gets a mission, it’s awesome. They have orders, command, resources, planes. Others wouldn’t do it as fast. I think that’s great.”

David Binder, “First Troops Arrive in Bangladesh to Begin Large-Scale Relief Effort”, *New York Times*, 13 May 1991

1. General

Foreign humanitarian assistance (FHA) is a type of military operation other than war (MOOTW), as outlined in Joint Publication (JP) 3-07, *Joint Doctrine for Military Operations Other Than War*.

a. **Foreign Humanitarian Assistance Operations.** This publication describes FHA as programs conducted **to relieve or reduce the results of natural or man-made disasters or other endemic conditions** such as human suffering, disease, or privation that might present a serious threat to life or that can result in great damage to or loss of property. **FHA provided by US forces is generally limited in scope and duration.** The assistance provided is designed

to supplement or complement the efforts of the host nation (HN) civil authorities or agencies that may have the primary responsibility for providing FHA. **FHA operations are conducted outside the United States, its territories and possessions.** Although US military forces are primarily designed and structured to defend the United States, generally military resources can be readily adapted to FHA requirements. Military organization, structure, and readiness enables commanders to rapidly and effectively respond when time is at a premium. However, US military forces are not the primary US Government (USG) means of providing FHA. Ultimately, military participation in FHA normally only supplements the activities of US and foreign civil authorities and private organizations.



FHA operations relieve human suffering and serve as a supplement to relief operations already in place.

b. **Historical Perspective.** The US military has played a major role in providing FHA. Some of the many examples of military support to FHA include: the meningitis vaccination campaign in Cameroon (1991); assistance to Bangladesh following a typhoon that killed 139,000 people (Operation SEA ANGEL, 1991); construction and operation of refugee camps and feeding of Kurds in Iraq (Operations PROVIDE COMFORT I and II, 1991-); delivery of relief supplies to states in Central and Eastern Europe and the former Soviet republics, including Russia; medical support in Bosnia; delivery and security of relief supplies to Somalia, Ethiopia, and the former Yugoslavia; support to the humanitarian crisis in Rwanda (Operation SUPPORT HOPE, 1994); support during the humanitarian crisis in Kosovo and Albania (Operation SHINING HOPE, 1999); and flood relief and medical assistance in Maputo, Mozambique (Operation ATLAS RESPONSE, 2000).

c. **United States Public Law.** Statutory authority for USG agencies to provide FHA is contained in the **Foreign Assistance Act (FAA) of 1961**, as amended, in title 10 of the US Code (USC). These statutes authorize assistance in order to:

- Preserve life and minimize suffering by providing warning of natural events that often result in disaster;
- Preserve life and minimize suffering by responding to man-made disasters;
- Foster self-sufficiency among disaster-prone nations by helping them achieve some measure of preparedness;
- Alleviate suffering by providing rapid, adequate response to aid requests; and
- Enhance recovery through rehabilitation programs.

The Office of Foreign Disaster Assistance (OFDA), within the Bureau of Humanitarian Response (BHR) in the United States Agency for International Development (USAID) **has primary responsibility for the US response in FHA operations.**

d. **Related Terminology.** US military forces will rarely undertake an FHA operation without coordination with many other agencies, both governmental and nongovernmental. This coordination is discussed in detail in JP 3-08, *Interagency Coordination During Joint Operations*. The following terms and descriptions are important to form a basis for understanding FHA operations.

- **Interagency Coordination.** Within the context of Department of Defense (DOD) involvement, the coordination that occurs between elements of the Department of Defense and other government agencies (OGA), elements of the United Nations (UN), nongovernmental organizations (NGOs), and international organizations (IOs) is for the purpose of accomplishing an objective.
- **Nongovernmental Organizations.** Transnational or national organizations of private citizens that often maintain a consultative status with the Economic and Social Council of the UN. NGOs may be professional associations, foundations, multinational businesses, or simply groups with a common interest in humanitarian assistance (HA) activities (development and relief).
- **International Organizations.** Organizations with global mandates, generally funded by contributions from national governments. Examples include the International Red Cross (IRC), the International Organization for Migration (IOM), and UN agencies.

- **Unified Action.** Unified action encompasses the wide scope of activities taking place in unified commands, subunified commands, and joint task forces (JTFs) under the overall direction of the commanders of those commands. Unified action integrates joint, single-Service, special, and supporting operations into the overall operation in conjunction with interagency, nongovernmental, multinational, or UN operations, into a unity of effort within the theater. Unified military action further supports the national unity of effort through close coordination with the other instruments of policy as they apply within the theater.

2. Policy

a. **DOD Directive (DODD) 5100.46, *Foreign Disaster Relief*, dated 4 December 1975, establishes policy guidance for FHA operations.** It is applicable to all Executive Branch components that are directly or indirectly responsible to the Secretary of Defense (SecDef). DODD 5100.46, *Foreign Disaster Relief*, defines FHA as **prompt aid that can be used to alleviate the suffering of foreign disaster victims.** **NOTE:** Although DODD 5100.46, *Foreign Disaster Relief*, calls these activities “foreign disaster relief,” the equivalent term of “foreign humanitarian assistance” is used throughout this publication. As shown in Figure I-1, normally FHA includes humanitarian services and transportation, to include provision of food and water, clothing, beds and bedding, temporary shelter and housing, medical material, medical and technical services, and essential service restoration. **Foreign disasters** may result from acts of nature (such as flood, drought, hurricane, fire, earthquake, and volcanic eruptions) or acts of man (such as civil violence and nuclear, biological, or chemical (NBC) accidents). DOD policy permits military components to participate in FHA operations in response to

these disasters only at the direction of the President, upon request from the Department of State (DOS), and in emergency situations in order to save lives. Sections 401, 402, 2547, and 2561 of title 10, USC, selected provisions of the FAA, and the Annual DOD Appropriation Act extend to DOD the authority and funding to donate and transport humanitarian relief supplies, and conduct FHA operations worldwide.

See Appendix D, “Department of Defense Humanitarian Assistance Programs,” for an explanation of each of these pieces of legislation, as well as other applicable programs.

b. Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3214.01, *Military Support to Foreign Consequence Management Operations*, dated 30 June 1998, establishes guidance for foreign consequence management (CM) operations. It is applicable to all DOD activities tasked with planning for, supporting, or executing foreign CM operations. DOD support to foreign CM operations focuses on providing specialized assistance in response to use of weapons of mass destruction (WMD) against US forces, allies, or vital interests. Primary responsibility for managing and mitigating the effects of a foreign WMD incident resides with the HN government. The DOS is designated as the lead Federal agency (LFA) for foreign CM operations in support of a foreign government. All DOD support will be coordinated through the responsible Chief of Mission (COM) and Country Team. Once beyond any immediate lifesaving response, the combatant commander must seek National Command Authorities (NCA) approval to conduct a foreign CM mission.

3. Types of Missions

FHA missions conducted by US military forces fall under the umbrella of MOOTW. A single FHA operation may well contain

FOREIGN HUMANITARIAN ASSISTANCE

Humanitarian Services and Transportation

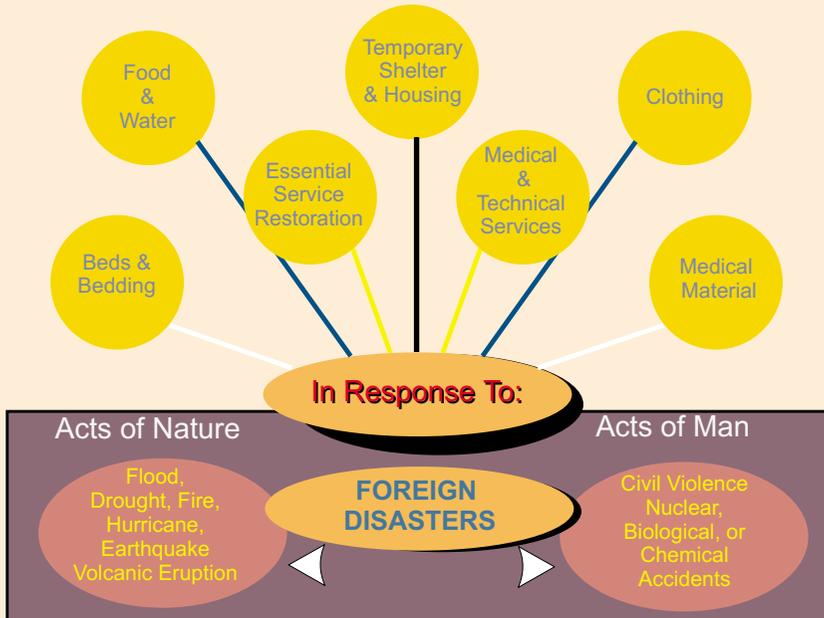


Figure I-1. Foreign Humanitarian Assistance

more than one of these missions. The following missions are common in FHA operations.

a. **Relief Missions.** These missions include **prompt aid** that can be used to alleviate the suffering of disaster victims (DODD 5100.46, *Foreign Disaster Relief*). **Distribution of relief supplies** has traditionally been the domain of the UN, NGOs, and IOs, because of their charters, expertise, and experience. However, when the relief community is overwhelmed, US military forces may be tasked to distribute these supplies. Potential relief roles for US forces include immediate response to prevent loss of life and destruction of property, construction of basic sanitation facilities and shelters, and provision of food and medical care.

b. **Dislocated Civilian Support Missions.** Dislocated civilian support missions include **camp organization**, basic construction, and administration; **provision of care** (food, supplies, medical attention, and protection); and **placement** (movement or relocation to other countries, camps, and locations). The first priority for the management of dislocated civilians should be to utilize the services and facilities of non-DOD agencies when coordination can be effected. This allows the force to concentrate its resources on other FHA efforts. **Dislocated civilian operations are often long-term and require enormous resourcing** normally not immediately available through DOD sources. “Dislocated civilian” is a generic term that includes refugees, stateless persons, evacuees, expellees, and displaced persons. These



Dislocated civilian support missions include camp organization, provision of care, and placement.

persons may be victims of conflict or natural disaster. Other related terms are “migrant” and “internally displaced persons.” Dislocated civilian support missions are specific humanitarian missions designed to support the resettlement of these persons. The following distinctions exist among these various terms.

- **Refugees** are any persons who, by reason of real or imagined danger, have left their home country or country of their nationality and are unwilling or unable to return. **Displaced persons** are civilians who are involuntarily outside the national boundaries of their country. This may be due to natural or man-made disasters or other reasons not associated with persecution. It is important to understand the difference between these two designations because of associated legal ramifications. Refugees are entitled to special protection because they can no longer avail themselves of the protection of their country of nationality. (The DOS provides guidance as to what groups of people are classified as refugees. This description is provided as general guidance.) DOD personnel should request specific DOS guidance when
- involved in operations that require the classification of groups of displaced persons.
- A distinction also exists between migrants and refugees. **Migrants** are persons who leave their homes temporarily or permanently for economic reasons. Migrants travel to escape economic stagnation and poverty. This is in contrast to refugees, who travel to escape persecution, conflict, and perhaps death.
- **Stateless persons** are civilians who either have been denationalized, whose country of origin cannot be determined, or who cannot establish their right to the nationality claimed.
- **Evacuees** are civilians who are removed from their places of residence by civil or military direction for reasons of personal security or the requirements of the military situation.
- An **internally displaced person** is any person who has left their residence by reason of real or imagined danger but has not left the territory of their own country.

c. **Security Missions.** These missions may include **establishing and maintaining conditions for the provision of FHA** by organizations of the world relief community. The delivery of humanitarian relief supplies often depends on the affected country having secure and serviceable ports and air terminals. In some cases, however, the affected country will not be able to meet this condition, and US military forces may be called upon to do so. Once the lift commences, **secure areas will be needed for storage of relief material** until it can be distributed to the affected population. Other tasks may involve providing protection and armed escorts for convoys and personnel delivering emergency aid, protection of shelters for dislocated civilians, and guaranteeing conditions of temporary refuge for threatened persons.

d. **Technical Assistance and Support Functions.** An FHA force may support **short-term tasks** such as communications restoration, relief supply management, provision of emergency medical care, humanitarian demining, and high priority relief supply delivery. This technical assistance may take the form of advice and selected training, assessments, manpower, and equipment. Other than for force protection and immediate mission accomplishment, humanitarian demining is limited to technical education and training. US forces should not physically take part in the removal of mines unless further directed by competent authority. Based upon NCA and combatant commander guidance, **the FHA force commander should establish policy regarding technical advice and assistance** to the affected country, UN, NGOs, and IOs as soon as possible. The technical assistance policy should clarify what assistance may be provided as well as the source of authority for assistance. For example, the Air Force flies relief missions in support of FHA. The US Navy provides technical service when it uses its vessels to move displaced civilians to temporary safety

and to rescue fleeing civilians or victims of shipwrecks and storms.

Further information regarding the DOD Humanitarian Demining Program is found in Appendix D, “Department of Defense Humanitarian Assistance Programs.”

e. **Consequence Management Operations.** CM operations mitigate the results of intentional or inadvertent release of WMD or chemical, biological, radiological, nuclear materials or high yield explosives (CBRNEs). These operations involve those essential services and activities required to manage and mitigate problems resulting from disasters and catastrophes. Such services may include transportation, communications, public works, fire fighting, information planning, care of mass casualties, resources support, essential and/or routine health and medical services, urban search and rescue, hazardous materials, food, and energy. In the context of this publication these terms apply to incidents involving CBRNE incidents and/or their contaminants outside the territorial limits of the United States, its territories, and possessions.

4. Related Operations

FHA operations may be concurrently conducted with other military operations. FHA assistance in areas of political instability and conflict may be unilateral or multinational in nature. Although FHA operations may be executed simultaneously with other types of operations, **each type has unique characteristics.** For example, an FHA operation may be concurrently conducted with a peace operation, but each has its own end state and transition or termination objectives. **Nation assistance operations** are also often connected with military FHA operations, but there are very distinct differences. Some nation assistance is inherent in FHA operations when the infrastructure has been

damaged to the extent that operations cannot proceed until basic repairs have been completed. However, nation assistance generally refers to a long-term commitment to increase the effectiveness of the HN's infrastructure, government, military capacity, and economy. **The noncombatant evacuation operation (NEO)** is an example of an operation that may be conducted while FHA operations are ongoing. NEOs are of relatively short duration and involve the evacuation to safe havens or to the United States of official or private American citizens, as well as certain host-country and third-country nationals, from foreign countries when their lives and safety are endangered by war, civil unrest, or natural disaster. The FHA operation may also involve **crisis management**, which is a response under the primary jurisdiction of the federal government or HN involving measures to resolve, investigate, and prepare a criminal case for prosecution under federal, national, or international law. **Military commanders must be cautious not to commit their forces to projects and tasks that go beyond the FHA mission.** Military commanders conducting FHA concurrently with other operations must both develop end state, transition, and termination objectives as well as develop measures of effectiveness (MOEs) that are complementary to other concurrent military operations.

5. Operational Contexts

US military forces participate in FHA operations that may be either **unilateral** or **multinational** coordinated responses. Multinational responses may or may not involve the UN.

a. **Unilateral.** In this type of operation, **the USG provides FHA without direct involvement by other nations other than the HN.** A unilateral response would normally occur when expediency is essential,

such as when a humanitarian crisis or disaster demands an immediate response. A unilateral effort may transition to a multinational operation.

b. **Multinational.** This type of operation involves **military forces and civilian agencies from more than one nation.** Three command and control (C2) options exist for multinational forces: lead nation, parallel, and regional alliances. **Lead nation** option describes the option of placing multinational partners' forces under the control of a single nation's military commander. The **parallel** option allows multinational partners to retain greater control of respective forces. Under the **regional alliance** option, existing alliances may serve as a basis for FHA force C2.

JP 3-07, Joint Doctrine for Military Operations Other Than War, and JP 3-16, Joint Doctrine for Multinational Operations, provide detailed discussions of multinational operations and possible C2 structures.

c. **Coordinated by the United Nations.** Responses coordinated by the UN are those **specifically organized and executed by UN forces.** UN activities include not only coordination of certain FHA operations but, in some cases, the commitment of dedicated UN (blue helmet) forces.

6. Complex Contingency Operations

a. In 1997, the USG initiated a process to integrate the political, military, humanitarian, economic, and other dimensions of USG planning for complex contingencies.

b. The USG defines complex contingency operations as peace operations such as: the peace accord implementation operation conducted by North Atlantic Treaty Organization in Bosnia (1995-present); the humanitarian intervention in northern Iraq

called Operation PROVIDE COMFORT (1991); and FHA operations such as Operation SUPPORT HOPE in central Africa (1994) and Operation SEA ANGEL in Bangladesh (1991). Unless otherwise directed, the term, “complex contingency operations,” does not apply to domestic disaster relief or to a relatively routine or small-scale operation, nor to military operations conducted in defense of US citizens, territory, or property, including counterterrorism, hostage-rescue operations, and foreign internal armed conflict. In recent situations as diverse as Haiti, Somalia, Northern Iraq, and the former Yugoslavia, the United States has engaged in complex contingency operations in coalition, either under the auspices of an international or regional organization or in ad hoc, temporary coalitions of like-minded states.

c. Integrated planning for USG involvement in “complex contingency operations,” should enhance military and civilian agencies operating in a synchronized manner through effective interagency management at the strategic level and using special mechanisms, most notably a political-military (POL-MIL) plan to coordinate agency efforts. Integrated planning and effective management of agency operations early in an operation can provide an interagency framework at the national strategic level for follow-on theater and operational level planning; avoid delays; reduce pressure on the military to expand its involvement in unplanned ways; and create unity of effort within an operation that is essential for success of the mission. The broad outlines of that USG planning process follows.

- The Deputies Committee establishes appropriate policy coordinating committees (PCCs) to assist in policy development, planning, and execution of complex contingency operations. The

oversight of ongoing operations will be performed by the appropriate regional PCCs, which may create subordinate working groups to provide coordination for ongoing operations.

- In future complex contingency operations to which the United States plans to contribute substantial resources, the PCC for Contingency Planning will develop a POL-MIL plan as its integrated planning tool for coordinating USG actions. The POL-MIL plan will include a comprehensive situation assessment, mission statement, agency objectives, and desired end state. It will outline an integrated concept of operations to synchronize agency efforts. The plan will identify the primary preparatory issues and tasks for conducting an operation (e.g., congressional consultations, diplomatic efforts, troop recruitment, legal authorities, funding requirements and sources, media coordination). It also will address major functional tasks (e.g., political mediation and/or reconciliation, military support, demobilization, HA, police reform, basic public service, economic restoration, human rights monitoring, social development, public information).
- When the Deputies Committee tasks the executive committee (ExCom) to develop a POL-MIL plan, it will also assign specific responsibilities to the appropriate ExCom officials. Each ExCom official will be required to develop their respective part of the plan, which will be fully coordinated among all relevant agencies. This development process will be transparent and analytical, resulting in issues being posed to senior policymakers for resolution. Based on the resulting

decisions, the plan will be finalized and widely distributed among relevant agencies. The POL-MIL plan should include demonstrable milestones and measures of success, to include detailed planning for the transition of the operation to activities that might be performed by a follow-on operation or by the host government. The POL-MIL plan should be updated as the mission progresses to reflect milestones that are or are not met and to incorporate changes in the situation on the ground. When a POL-MIL plan is developed and adopted by the Deputies Committee, it provides a valuable instrument for achieving unity of effort among the USG agencies involved in a complex contingency operation. However, this plan does not obviate or preclude follow-on and the publication of appropriate operations orders that provide a degree of detail and specificity that a POL-MIL plan cannot provide. In particular, a joint force commander (JFC) may use the POL-MIL plan to develop the commander's intent, mission, and concept of operations portions of his or her plan or order.

7. Operational Environments

The operational environment has an impact on the conduct of FHA operations, to include **selection of forces** and **possible changes to the rules of engagement (ROE)** for the mission. As shown in Figure I-2, military forces and OGA can expect to encounter **three types of operational environments** when providing FHA: permissive, uncertain, and hostile. **Regardless of the environment, commanders at all levels will institute force protection measures that ensure the safety and security of DOD personnel.**

ROE changes are further discussed in Chapter IV, "Foreign Humanitarian Assistance Planning and Execution."

8. Mission Transition or Termination

a. **Three of the most critical functions that a JFC must accomplish early in the planning process** (based upon the combatant commander's intent) are to ascertain and articulate:

- a clearly identifiable end state;
- transition or termination criteria for the operation; and
- relationship with or impact on other concurrent operations.

b. Conditions and standards for end state, transition, or termination objectives should be based on guidance from the appropriate USG entity. The **end state** should complement the political agenda. Early in the planning process, the JFC should coordinate directly with all agencies and organizations involved in the FHA operation to develop a **detailed transition plan** and assign specific responsibilities. Failure to do so may significantly impact the success of the FHA effort. Commanders are cautioned that the desired end state conditions could change during the operations and that the end state envisioned by other participating organizations may differ.

Chapter IV, "Foreign Humanitarian Assistance Planning and Execution," provides more detail regarding mission transition and termination.

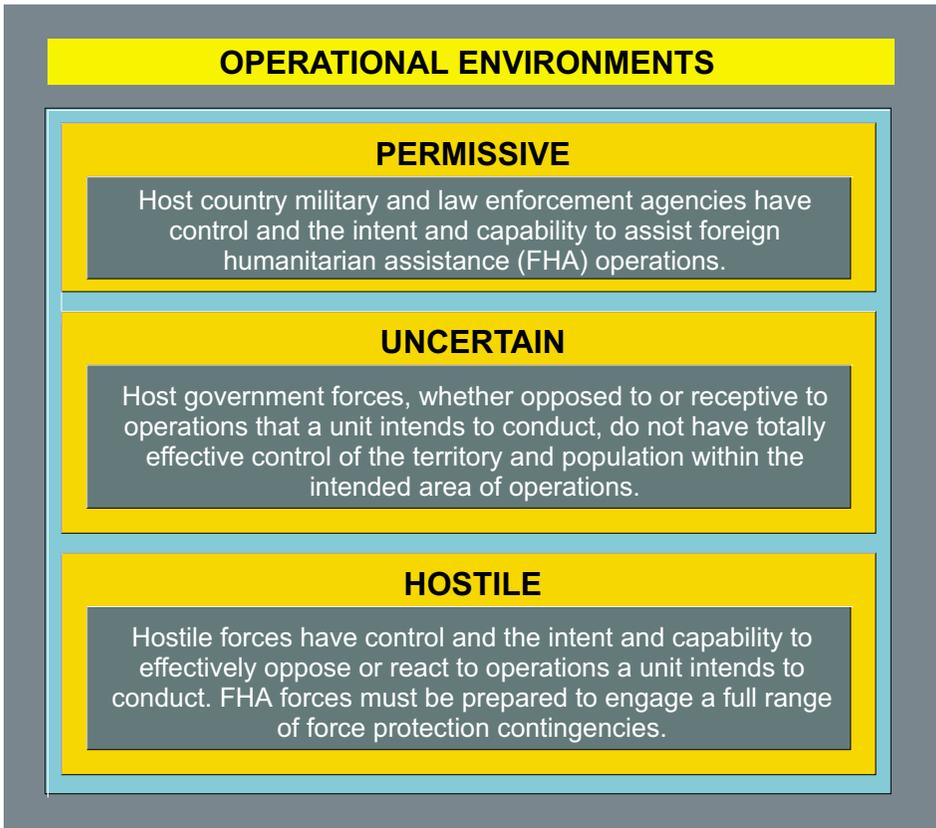


Figure I-2. Operational Environments

9. Funding

The financial impacts of an FHA operation are a major concern of the JFC. Planning for FHA operations must take into account the legal authority, authority limits, and mechanisms that allow US forces to dispense supplies and services. It is important that the JFC **coordinate expenditures with the appropriate agency** prior to funds being expended, or reimbursement may be denied. Detailed records of expenditures are critical to the reimbursement process.

Appendix C, “Department of Defense Foreign Disaster Assistance Tasking and Funding Procedures,” provides more information regarding DOD foreign disaster tasking and funding procedures, and record keeping requirements.

10. Conclusion

The US military is often called on to participate in FHA operations. These operations, conducted to relieve or reduce the results of natural or man-made disasters outside the continental United States and its territories and possessions, require effective coordination not only within the military chain of command, but also with many other governmental and nongovernmental organizations. Regardless of what type of environment and command structure exist, the FHA force commander must fully support interagency coordination. The commander must also ensure that FHA forces are not committed to projects and tasks that go beyond the FHA mission.

CHAPTER III

JOINT TASK FORCE LEVEL ORGANIZATION AND COORDINATION

“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

1. Introduction

This chapter addresses key JTF-level organizations and coordination for FHA operations that differ from other military operations. It provides a basis to assist the commander, joint task force (CJTF) in developing the staff organization and addresses special purpose organizations and sections to align the force with FHA mission demands.

2. Joint Task Force

The Secretary of Defense, a combatant commander, a subordinate unified commander, or an existing JTF commander establishes a JTF when a mission has a specific limited objective, does not require overall centralized control of logistics, and involves significant elements, assigned or attached, of two or more Military Departments on a significant scale. In addition, close integration of effort is required. The authority establishing the JTF dissolves it when the purpose for which it was created has been achieved or when it is no longer required. **The authority establishing the JTF determines the command relationships for the JTF and assigns the missions and forces.** The adaptive nature of the C2 structure, the unique component capabilities, and their ability to deploy quickly to execute a variety of FHA missions makes a JTF ideally suited to perform FHA. A CJTF is normally assigned a joint operations area

(JOA) in the combatant commander’s area of responsibility (AOR). The CJTF operates primarily at the operational level. However, there may be instances requiring the CJTF to focus at the tactical level. **While the JTF is the most common type of organizational structure used for FHA, a combatant commander may also opt to create a joint special operations task force (JSOTF).**

JP 3-0, Doctrine for Joint Operations, provides guidance for joint operations, and JP 5-00.2, Joint Task Force Planning Guidance and Procedures, provides in-depth JTF information.

a. **JTF Organization. JTF organization for FHA is similar to traditional military organizations** with a commander, command element, and mission tailored forces. However, the nature of FHA results in combat support and combat service support forces (i.e., engineers, military police, logistics, transportation, legal, chaplain, civil-military affairs, and medical) often serving more significant roles than combat elements.

b. **JTF Staff Organization. The CJTF organizes the JTF staff to provide the appropriate expertise required to carry out the specific FHA mission.** Some staff functions that may require increased support and manning include legal services, security, engineers, public affairs, health services, psychological operations (PSYOP), CA, resource management and logistics.

Additional staff sections may also be established to complement and emphasize critical functions.

c. **Special Functional Organizations.**

Besides the normal JTF organization, special functional organizations and staff elements can assist the CJTF in carrying out the FHA mission. **These organizations support important functions including coordination, logistics, security, and liaison.** Creation and utilization of these organizations is dependent on several factors, to include the mission, the size of the operation, whether multinational forces are involved, logistic constraints, the degree of participation by other relief organizations, and the viability of HN infrastructure.

- **Civil-Military Operations Center.** The CJTF may establish a CMOC to coordinate and facilitate US and multinational forces' humanitarian operations with those of international and local relief agencies, HN agencies, and HN authorities. **The CMOC, working closely with the OFDA DART, provides the primary interface between US military forces and relief agencies and other organizations involved in the**

operations, whether or not a HOC (see paragraph 3a) or similar organization is established. The CMOC monitors military support throughout the operational area and screens UN, NGO, and IO logistic, security, medical and technical support requests. The CMOC identifies JTF component support capabilities and resources and forwards validated requests to the J-3 or appropriate component or multinational force for action. Requests for support will be prioritized by the HN representatives or the lead US agency for the operation. Only in rare instances will the US military prioritize distribution of requested resources.

•• **CMOC Tasks.** The following tasks may, in accordance with NCA direction, fall under CMOC auspices: (1) Screen, validate and prioritize (based on DART advice) NGO, UN, and IO military support requests; (2) Coordinate NGO, UN, and IO military support requests with military components; (3) Act as an intermediary, facilitator, and coordinator between JTF elements and NGOs, UN, and IOs; (4) Explain JTF (military) policies to NGOs, UN, and IOs and,



The nature of FHA results in combat support and combat service support forces often serving more significant roles than combat elements.

conversely, explain NGO, UN, and IO policies to the JTF; (5) Respond to NGO, UN, and IO emergency requests; (6) Screen and validate NGO, UN, and IO requests for space available passenger airlift (see Joint Travel Regulations for restrictions); (7) Administer and issue NGO, UN, and IO identification cards (for access into military controlled areas); (8) Convene ad hoc mission planning groups when complex military support or numerous military units and NGOs, UN, and IOs are involved; (9) Exchange JTF operations and general security information with NGOs, UN, and IOs as required; (10) Chair port and airfield committee meetings involving space and access-related issues; (11) Assist in the creation and organization of food logistic systems, when requested; (12) Provide liaison between the JTF and HOC; and (13) Explain overall interagency policies and guidelines to the JTF and NGOs.

•• **CMOC Structure.** While sharing many general characteristics, each FHA operation is unique, and the CMOC structure must be tailored for each emergency. CA personnel are routinely trained in skills that make them an optimal choice to form the core of a CMOC team, into which other functional specialists integrate. Variables in establishing a CMOC include: (1) Number and expertise of CMOC personnel; (2) Degree of decision making authority vested in the CMOC director; and (3) Relationship between the CMOC and the rest of the JTF staff. The US Ambassador or designated representative will also be expected to play a lead role in the CMOC structure and operations.

•• Even if the FHA mission is the primary or only mission for the JTF, the CMOC should normally not serve concurrently as the Joint Operations

Center (JOC) for the JTF. The JTF J-3 should normally staff a JOC with personnel and assets separate from the CMOC. Particularly in the case of an FHA operation, CMOC personnel will usually be fully engaged with the HN, IOs, NGOs, and other concerns. Operating a JOC would not be a prudent use of CMOC assets by the CJTF. The CMOC director may work for the Civil-Military Officer on the J-3 staff, the J-3, the JTF Chief of Staff, or possibly for the Commander, Joint Civil-Military Operations Task Force (JCMOTF), if one is formed (see paragraph 4a). Special consideration should also be given to the relationship between the CMOC and the Intelligence Directorate (J-2), as well as addressing the sensitivity of NGOs, UN, and IOs about talking to intelligence personnel. Though information gathering to assist the mission is acceptable, any perception on the part of IOs and NGOs that the military is using them for intelligence purposes could prove devastating to the commander's mission, and will likely result in immediate cessation of communications with those organizations. The structure and responsibilities of the CMOC need to be established as quickly as possible in the planning phase of an operation. An OFDA DART representative will coordinate with the CMOC director. DART representatives provide advice to the CMOC and assist in screening and validating requests for military support from the relief community. The CMOC serves as the central clearing organization for FHA information and coordination for the JTF operation. It is designed to harmonize military efforts and resources with requirements of the international relief community to achieve overall efficiency and effectiveness. Because of the nature of

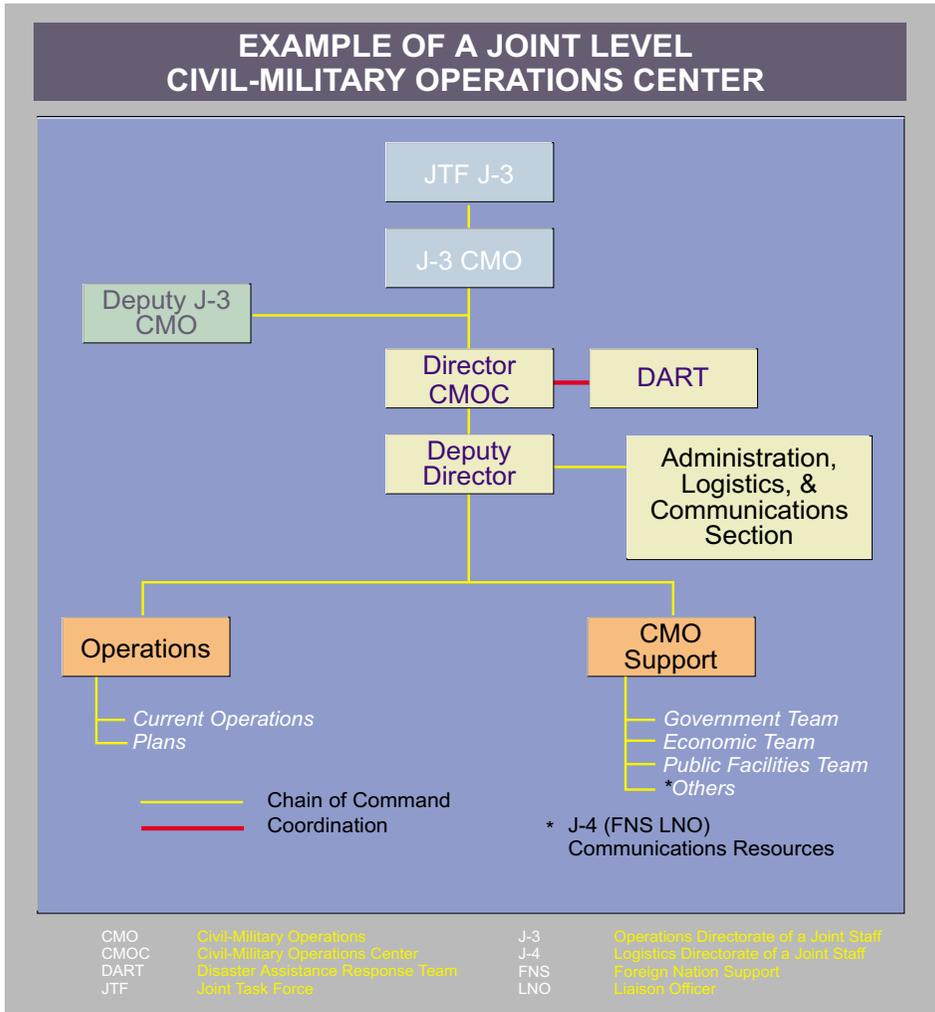


Figure III-1. Example of a Joint Level Civil-Military Operations Center

FHA, representation from and continual coordination with the JTF J-4 (or J-4 functional organizations) is critical. A CMOC is not restricted to the JTF level; a commander at any echelon may establish a CMOC based on the need to coordinate with civilian agencies. Figure III-1 depicts an example of a joint level CMOC.

- The following organizations were used successfully during Operation RESTORE HOPE (Somalia 1992-1993).

•• **Joint Facilities Utilization Board (JFUB).** The JFUB was formed under JTF engineer supervision. Since large numbers of US and multinational forces operated within the same geographic area, facility allocation to accommodate requirements was necessary. The JFUB served as the executive agent to deconflict real estate issues arising from multiple-user demands on limited facilities and recommended COAs to resolve issues. The JFUB addressed multinational force accommodation,

ammunition storage points, joint visitors bureau, postal facilities, transit facilities, and other related areas.

•• **Coalition Forces Support Team (CFST).** The CFST was organized to coordinate activities between participating multinational forces. The CFST focused on controlling all support and coordination tasks. CFST duties included: (1) Welcome and orient newly arrived FHA forces; (2) Designate initial staging areas, provide water, rations, and other support; (3) Identify sensitivities (historic animosity or religious differences) among multinational forces and the affected populace; (4) Receive, process, and provide situation update to arriving multinational forces, including a briefing on the legal limits of US support; (5) Brief ROE to arriving multinational forces; (6) Conduct multinational capability assessments and recommend missions accordingly; and (7) Brief C2 and relief agency relationships.

• **Other Organizations.** Efficient coordination and management of special functions conserves JTF resources by reducing duplication of effort. Examples of organizations that may be established to accomplish these special functions during FHA operations include the following.

•• **Joint Communications Control Center (JCCC).** JCCC can provide overall communication systems management. The JCCC manages frequency allocation, assignments, and deconflicts internal frequency requirements. The JCCC also monitors the use of communications security procedures throughout the operational area.

•• **Joint Intelligence Support Element (JISE).** The JISE conducts intelligence operations for the JTF. The composition of the JISE will depend on the type of information required by the JTF. If a JISE is not formed, the JTF J-2 can request support from the theater joint intelligence center.

•• **Joint Information Bureau (JIB).** The JIB is the focal point for the interface between the military and the media. The JIB serves to provide the news media with timely and accurate information on command issues. The JIB also provides command information to support deployed forces and facilitates coverage by the Services of their contribution to the operation.

See JP 3-61, Doctrine for Public Affairs in Joint Operations.

•• **Joint Movement Center (JMC).** The JMC coordinates the employment of all means of transportation (including that provided by allies or HNs) to support the concept of operations. This coordination is accomplished through establishment of transportation policies within the assigned operational areas, consistent with relative urgency of need, port and terminal capabilities, transportation asset availability, and priorities set by the CJTF.

For detailed information on movement control, see JP 4-01.3, *Joint Tactics, Techniques, and Procedures for Movement Control*.

• Coordination at the JTF level is illustrated in Figure III-2.

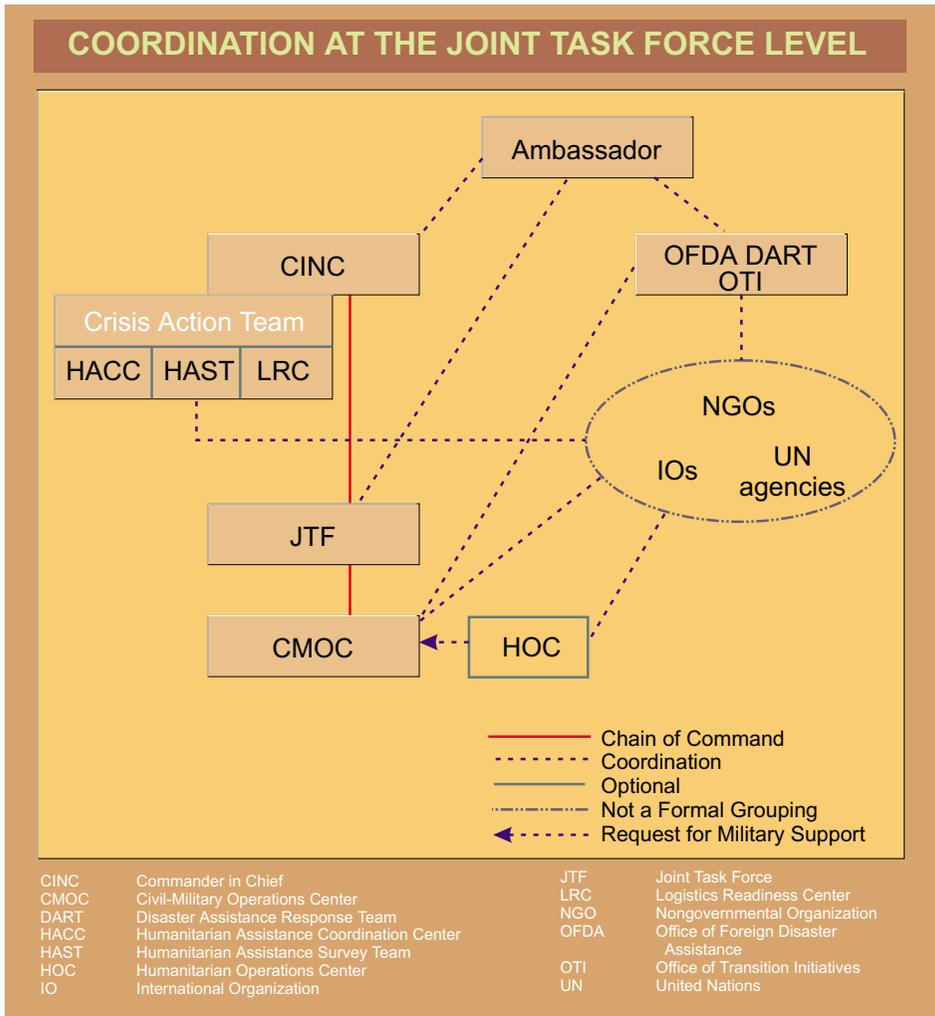


Figure III-2. Coordination at the Joint Task Force Level

3. Humanitarian Operations Center

a. **Although the functions of the HOC and CMOC are similar, there is a significant difference.** The CMOC is established by and works for the CJTF. The HOC is normally established under the direction of the government of the affected country or the UN, or possibly OFDA during a US unilateral operation. **HOCs, especially those established by the UN, are horizontally structured organizations with no command or control authority,** where all members are

ultimately responsible to their own organizations or countries. The US Ambassador or designated representative will have a lead role in the HOC.

b. The HOC coordinates the overall relief strategy; identifies logistic requirements for NGOs, UN, and IOs; and identifies, prioritizes, and submits requests for military support to the JTF through the CMOC. **The HOC is primarily an interagency policymaking and coordinating body** that does not exercise C2 but seeks to achieve unity of effort among all participants in a large FHA

operation. Close JTF coordination with the affected country, UN, and other key members of the humanitarian relief community forms the core of FHA operations. Effective coordination is the key to successful turnover of FHA responsibilities to the affected country or UN and IOs. **During large scale FHA operations, a HOC may be established to accomplish this coordination.** The country affected by a disaster and in need of HA will normally have a ministry designated as the senior point of coordination for all HA activities. **Ministries involved could include the Ministry of Health, Ministry of Defense, or an emergency management office within a ministry.** These ministries will establish the priority needs for their country and solicit international assistance from donor countries and relief organizations, either bilaterally or through the UN. In a failed state situation such as Somalia, the UN has the responsibility to establish overall coordination of the HA effort. **The more representation of the various relief agencies and donor countries at the HOC, the more coordinated the HA efforts will be.** The HOC should consist of representatives from the affected country, the US Embassy or Consulate, JTF (most likely from the CMOC), OFDA, UN, NGOs, IOs, and other major players in the operation. The structure of a HOC can be formal or informal. HOCs may have political significance and authority when directed by the affected country, or may be less formal if established by the UN. The HOC is normally collocated with the appropriate lead or UN headquarters conducting the operation.

c. **HOCs may establish working groups and committees** based on the HA situation. These groups and committees discuss and resolve issues including relief material prioritization, medical, sanitation, health, and other related areas.

d. During HA operations in which the UN is involved, the UN will form a UN Disaster

Management Team under the leadership of the in-country Resident Coordinator of the United Nations Development Programme (UNDP). That group will accomplish UN coordination and liaison in-country at the national and ambassadorial level. At the site of a natural disaster, the UN will establish an on-site operations coordination center (OSOCC). In complex emergencies, the UN establishes a humanitarian operations coordination center (HOCC). Either of these operations centers assists the local emergency management authority of the HN to coordinate international relief efforts. The OSOCC or HOCC reports to the UNDP Resident Coordinator, who renders a field situation report with worldwide distribution. The CMOC and the OSOCC or HOCC should be closely located to synchronize US contributions to the overall international effort.

4. Special Operations Forces

SOF assets assigned or attached to the JTF during FHA operations will most likely include CA, PSYOP, and **special forces**. There are several reasons why SOF are well-suited to FHA operations. They are adaptable, can deploy rapidly, have excellent long-range communications equipment, and can operate effectively in austere environments typical of FHA efforts. Perhaps the most important capabilities found within SOF for FHA are their geographic orientation, cultural knowledge, language capabilities, and the ability to work with local ethnic groups and civilian populations to provide initial and ongoing assessments.

For additional information regarding SOF capabilities, refer to JP 3-05, Doctrine for Joint Special Operations, JP 3-53, Doctrine for Joint Psychological Operations, and JP 3-57, Doctrine for Joint Civil-Military Operations.

a. The CJTF can organize SOF assets into several different organizations.

- **Joint Special Operations Task Force.** A JSOTF is composed of special operations units from more than one Service to carry out a specific special operation or prosecute special operations in support of a theater campaign or other operations. The JSOTF may have nonspecial operations units assigned or attached to support the conduct of specific missions.
- **Joint Psychological Operations Task Force (JPOTF).** A JPOTF is composed of PSYOP units from more than one Service, formed to carry out PSYOP in support of a theater campaign or other operations. The JFC may designate the senior PSYOP unit commander as the JPOTF commander.
- **Joint Civil-Military Operations Task Force.** A JCMOTF is composed of units from more than one Service or US agency, formed to carry out CMO in support of a theater campaign or other operations. Although the JCMOTF is not a CA organization, there should be a strong representation of CA trained personnel. Because of their expertise in dealing with NGOs, IOs, and OGA, they will greatly enhance the opportunity for success. The JCMOTF may be established to carry out missions of limited or extended duration involving military forces' interface with local civilian populations, resources, or agencies; and military forces' coordination with OGA, multinational and affected country forces, UN agencies, NGOs, and IOs. The JFC may designate the senior CA unit commander as the JCMOTF commander.

b. **Civil Affairs.** CA assets are capable of supporting protracted FHA operations in a variety of functional areas. **The combatant commander's staff must ensure that all plans consider CA support to the mission.**

CIVIL-MILITARY OPERATIONS ACTIVITIES

- **Provide familiarization training to US forces on the local area and population**
- **Provide liaison with local civil authorities**
- **Coordinate requirements for local labor support**
- **Identify public and private facilities available for use by military forces**
- **Advise, supervise, and operate civil information agencies**
- **Supervise displaced civilian movement and control (minimize civilian interference)**
- **Plan for displaced civilian camp construction and administration**
- **Advise on cultural factors**
- **Assist the commander to meet legal obligations and moral considerations**
- **Assess requirement for and support the operation of the civil-military operations center**

Figure III-3. Civil-Military Operations Activities

This support ranges from assistance in civil administration to support operations for displaced civilians. **CA assets can prove extremely valuable** as the military commander's advisor on the impact of military activities on the civilian sector. CA assets assess infrastructure damage, assist in developing and managing temporary shelters, and are trained to support the CMOC. In the CMOC, CA personnel serve as liaison between military, diplomatic, and relief organizations. (Some basic CMO activities are shown in Figure III-3).

- **Selection of CA forces. CA force selection must be based upon a clear concept of CA mission requirements for FHA.** The following considerations are extracted from JP 3-57, *Doctrine for Joint Civil-Military Operations*, which provides specific guidance on planning and executing CA activities.

- The only Active Component CA forces are located at Fort Bragg, North Carolina (one Army airborne battalion). The remaining CA assets exist within Reserve Components. Those Reserve forces may require Presidential authority to activate and deploy. Although not considered SOF assets, the United States Marine Corps, Marine Forces Reserve, has two CA groups. The Air Force maintains an organic CA capability within the Judge Advocate General's Department with a cadre of CA-trained Air National Guard judge advocates.

- CA should be assigned as a JTF staff element.

- CA units primarily support the CMOC, the J-3, or JTF subordinate units.

- Due to the complex nature of CA activities and the impact on the affected country, CA units should be kept within

a single chain of command to ensure unity of effort among these scarce assets.

- Due to the multiple and continuous needs of CA to support worldwide missions, they cannot support FHA indefinitely. Commanders should make every effort to transition to civil control through the interagency, the HN, and IOs and/or NGOs. Indefinite support to FHA results in a reduced capability to respond to emerging contingencies.

c. **Psychological Operations.** PSYOP constitute a systematic process of conveying messages and themes intended to have an impact on selected target audiences. The objective is to influence behavior and attitudes favorable to the United States and its allies, as well as to constrain undesired actions. **PSYOP personnel can provide the JTF commander with analysis of perceptions and attitudes of the civilian population and effectiveness of ongoing information and FHA operations.** PSYOP personnel provide language capability and equipment (radio broadcasting, print, audio, and audio visual) essential to disseminate necessary information to the populace. For example, during Operation PROVIDE COMFORT (April-July 1991 multinational relief effort in Eastern Turkey and Northern Iraq), PSYOP units disseminated information on relief camp procedures, organization, and food preparation. PSYOP loudspeaker teams were considered to be the best method to control crowds and disseminate information. Videos informed distant population groups of camp existence and assistance resource locations.

- During FHA operations, **PSYOP personnel may form international military information teams** to assist in managing displaced civilians. Within US Southern Command, the teams are called military information support teams (MISTs). These teams can provide health and safety messages, disseminate

locations of shelter and food distribution points, warn of restricted or danger areas, and disseminate security information. MISTs were employed successfully during Operation SAFE HAVEN (September 1994-March 1995 migrant camp operation in Panama). These teams provided a critical service in disseminating information throughout the migrant camps established during that operation.

JP 3-53, Doctrine for Joint Psychological Operations, provides specific guidance on planning and executing PSYOP.

- **The following considerations are provided for use of PSYOP in FHA operations.**

- **PSYOP forces should deploy with the first security elements** to communicate security force intentions to the local population.

- **PSYOP, CA, and public affairs (PA) efforts are coordinated through the JTF information operations cell** to ensure that their complementary capabilities are integrated into synergistic plans that are fully coordinated and executed through the JPOTF, JCMOTF, CMOC, JSOTF, and JIB. As open sources to foreign countries and the United States, PA channels can be used to disseminate international information of a truthful nature and to counter propaganda directed against the operation and the United States.

- PSYOP units should either deploy with **organic transportation** or be provided adequate dedicated vehicles for necessary mobility.

- **PSYOP should be integrated into JTF planning at an early phase**, and personnel should ensure that the entire

chain of command understands how PSYOP contributes to accomplishing the FHA mission.

- d. **Other Special Operations Forces.** In addition to CA and PSYOP forces, SOF include the following.

- **US Army:** Special Forces, Rangers, and special operations aviation units.

- **US Navy:** sea-air-land teams (SEALs), SEAL delivery vehicle teams, special boat units, Naval special warfare units, patrol coastal class ships, and special mission units.

- **US Air Force:** designated fixed- and rotary-wing transport, aerial tanker, fixed-wing gunship, and PSYOP support aircraft. Austere airfield management can be provided by special tactics teams, which are composed of specially trained combat control, pararescue, and weather personnel. To support FHA operations, specially organized and trained SOF aviation advisors can train foreign aviation fixed- and rotary-wing personnel in search and rescue employment and sustainment tactics, techniques, and procedures.

Employment of these assets will be situation dependent. JP 3-05, Doctrine for Joint Special Operations, provides detailed information on these resources.

5. Space Forces

Space forces include the space and terrestrial systems, equipment, facilities, organizations, and personnel necessary to access, use and, if directed, control space for national security. Space forces assigned or attached to the JTF during FHA operations will be prepared to provide the JTF commander with capabilities from space. These capabilities include the force

enhancement mission areas of navigation and timing, environmental effects, satellite communications, and early warning of detected infrared events that could be indicative of fires, explosions, volcanic activity, etc. These capabilities are principally available through space support teams, either unified or component level (that can be tailored for the JOA) or reachback for support directly to the US Space Command Operations Center.

6. Conclusion

A JTF should be structured to take advantage of a wide variety of military capabilities (such as logistics, transportation, and communications support) to adapt to the unique requirements of an FHA operation. An effective JTF structure enables proper utilization of these limited military resources.