
Appendix E

The Military in Operations Other than War (MOOTW)

Reference: Joint Pub 3-0

1. GENERAL

Military operations other than war encompass a wide range of activities where the military instrument of national power is used for purposes other than the large-scale combat operations usually associated with war. These operations are often conducted outside the United States and they include military support to U.S. civil authorities. Military operations other than war involve the traditional military elements such as air, land, sea, space and special operations forces as well as other governmental agencies and nongovernmental organizations.

a. Many U.S. Government agencies other than DOD can be involved in operations other than war, including the Department of State; Department of Agriculture; Department of Commerce; Department of Justice; Department of Transportation; the Disaster Assistance Response Team (DART) within the Office of Foreign Disaster Assistance (OFDA); and the Federal Emergency Management Agency.

b. The American Red Cross and the Save the Children Fund are examples of nongovernmental organizations. Examples of international organizations are the United Nations (UN), the International Committee of the Red Cross, and the UN High Commissioner for refugees. Military planners should establish contacts with these agencies to ensure success.

2. POLITICAL OBJECTIVES AND MOOTW

Political objectives drive MOOTW at every level, from strategic to tactical. A distinguishing characteristic of MOOTW is the degree to which political objectives influence operations and tactics. Two important factors about political primacy stand out.

First, all military personnel should understand the political objective and the potential impact of inappropriate actions. It is not uncommon in some MOOTW –, for example, peacekeeping –, for junior leaders to make decisions that have significant political implications.

Secondly, commanders should remain aware of changes not only in the operational situation, but also in political objectives that may warrant a change in military operations. These changes may not always be obvious, but it is imperative that they be recognized, because failure to do so early on may lead to ineffective or counterproductive military operations. (**Joint Pub 3-07, Chapter I, para. 3**)

3. PLANNING CONSIDERATIONS

a. The military must work together with other agencies of the U.S. Government as well as other nations' governments. Consensus building is essential to understanding each other's capabilities, limitations as well as constraints that may preclude the use of a capability. It is essential to establish an atmosphere of trust and cooperation between all agencies involved in order to accomplish a specific mission.

b. Command and Control. Each operation other than war can be unique. There is no single C2 structure that works best. JFCs should be flexible in modifying standard arrangements to meet specific requirements.

c. Intelligence and Information Gathering. Force Protection can be significantly improved with the proper mix of intelligence and information gathering. In some MOOTW (such as peacekeeping), the term information gathering is used rather than the term intelligence because of the sensitivity of the operation.

d. Constraints and Restraints. JFC commanders may face numerous restrictions associated with ROE. As a consequence, legal rights, ROE, and funding of the MOOTW should be considered by the combatant commander's staff.

e. Training and education. The Armed Forces of the United States may be directed to conduct MOOTW with very little notice. Therefore, training and education programs focusing on joint, multinational, and interagency operations should be developed and implemented for individuals and units. Personnel from other U.S. Government agencies, and nongovernmental and international organizations should be invited to participate in these programs.

f. **Post Conflict Operations.** Planning for post conflict operations should begin as early as possible. As combat operations are nearing termination, military forces should prepare to transition to operations other than war. Typical post conflict activities include: Transition to Civil Authorities, Support Truce Negotiations, SOF Activities (civil affairs), Public Affairs Operations, and Redeployment.

TYPES OF OPERATIONS OTHER THAN WAR

- **Arms Control**
- **Combating Terrorism**
- **Department of Defense Support to Counterdrug Operations**
- **Nation Assistance**
- **Noncombatant Evacuation Operations**
- **Civil Support Operations**
- **Peace Operations**
- **Support to Insurgencies**

g. **Arms Control.** The main purpose of arms control is to enhance national security. U.S. military personnel may be involved in an arms control treaty, or escorting authorized deliveries of weapons and other materials to preclude loss or unauthorized use of these assets.

h. **Combating Terrorism.** These measures are both offensive (counterterrorism) and defensive (antiterrorism) in nature. The former typically occurs outside the territory of the United States, while the latter may occur anywhere in the world.

i. **DOD Support to Counterdrug Operations.** The national drug control strategy (NDCS) is issued by the President pursuant to the antidrug plans and programs of the Department of Defense. The plans and programs activities include detection and monitoring; support to cooperative foreign governments; support for interdiction; support to drug enforcement agencies; internal drug prevention and treatment programs; research and development; and C4I support.

j. **Nation Assistance.** The main objective of nation assistance is to assist a host nation with internal programs to promote stability, develop sustainability, and establish institutions responsive to the needs of the people. The primary means of providing nation assistance is through Security Assistance and Foreign Internal Defense.

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k. Security Assistance refers to a group of programs that provides defense articles and services, including training, to foreign countries that further U.S. national security objectives.

l. Foreign Internal Defense supports a host nation's fight against lawlessness, subversion, and insurgency.

m. Noncombatant Evacuation Operations (NEO). The purpose of a NEO is to safely and quickly remove civilian noncombatants from an area outside the United States where they are, or may be, threatened.

n. Other Civil Support Operations. These operations encompass worldwide humanitarian assistance, military support to civil authorities and military assistance for civil disturbances.

o. Peace Operations. This term encompasses three general areas: diplomatic (peacemaking), traditional peacekeeping (noncombat military operations) and forceful military actions (peace enforcement).

p. Support to Insurgencies. U.S. support to insurgencies can be overt, low visibility, clandestine, or covert. Each support program is conducted as a special activity within the meaning of section 3.4(h) of Executive Order 12333, 4 December 1981, "U.S. Intelligence Activities," and is subject to approval by the U.S. Congress.

4. INTERAGENCY

Reference: Joint Pub 3-08, *Interagency Coordination during Joint Operations*, Vols. I and II.

The integration of political and military objectives and the subsequent translation of these objectives into demonstrable action have always been essential to success at all levels of operation. Military Operations must be synchronized with those of other agencies of the U.S. Government (USG) as well as with foreign forces, nongovernmental organizations (NGO) and private voluntary organizations (PVO), and regional and international organizations. These actions must be mutually supported and proceed in a logical sequence. The common thread throughout all major operations, is the broad range of agencies that interact with the Armed Forces of the United States. The intrinsic nature of interagency coordination demands that commanders and joint planners consider all elements of national power and recognize which agencies are best qualified to employ these elements toward the objective.

5. FOREIGN OPERATIONS

The Department of State advises and assists the President in foreign policy formulation and execution. Within a theater, the geographic combatant commander is the focal point for planning and implementation of theater and regional military strategies that require interagency coordination. Coordination between the Department of Defense and other USG agencies may occur in a country team or within a combatant command. In some operations, a Special Representative of the President or Special Envoy of the UN Secretary General may be involved.

a. The combatant commander's regional focus is mirrored at the Department Of State in its regional bureaus. Similarly, many other USG agencies are regionally organized. Within individual countries, the Ambassador and country team are the focal point.

b. The chief of mission (i.e., the Ambassador) has authority over all elements of the U.S. Government in country, except forces assigned to a combatant command. Other key USG organizations in place within most nations include the U.S. Defense Attaché Office (USDAO) and the Security assistance Officer (SAO) both part of the country team. In some countries these two functions may be performed by one military office. The Ambassador is the senior representative of the President in foreign nations and is responsible for policy decisions and the activities of USG employees in the foreign country.

c. The country team is the senior, in-country, United States coordinating and supervising body, headed by the Chief of the United States diplomatic mission, and composed of the senior member of each represented United States department or agency, as desired by the Chief of the U.S. diplomatic mission. **(Joint Pub 1-02)**

d. The Defense Attaché is normally the senior military service attaché assigned to the embassy. While keeping the combatant commander informed of their activities, the attaché is rated and funded by the Defense Intelligence Agency.

e. The Security Assistance Officer (SAO) reports to the U.S. Ambassador but is rated by the combatant commander and funded by the Defense Security Assistance Agency. Security Assistance is made up of a group of programs authorized by the Foreign Assistance Act of 1961, as amended, and the Arms Export Control Act of 1976, as amended, or other related statutes by which the U.S. provides defense articles, military training, and other defense-related articles by grant, loan, credit or cash sales to further national policies and objectives. **(Joint Pub 1-02)**

f. During a foreign disaster, when crisis action planning becomes necessary, the geographic combatant commander (or Political Advisor {POLAD}) communicates with the appropriate Ambassador(s) as part of crisis assessment. Because there are few opera-

tional-level counterparts to the combatant commander within other agencies, establishment of a temporary framework for interagency coordination is appropriate and is necessary precondition to effective coordinated operations.

Early on, an assessment must be made of what resources are required immediately to stabilize the humanitarian crisis (e.g. “stop the dying”), the capability of the organizations already operating in the crisis area to meet those needs, and the shortfall that the military force must provide until the humanitarian relief organizations can marshal their resources. A Humanitarian Assistance Survey Team (HAST) can accomplish this function. A HAST can facilitate multiagency inclusion, acquire necessary information about the operational area, plan the operation, assess existing conditions, available infrastructure and the capabilities and size of the force required for the mission.

6. NONGOVERNMENTAL AND PRIVATE VOLUNTARY ORGANIZATIONS

Nongovernmental and Private Voluntary Organizations (NGO and PVO) do not operate within either the military or the governmental hierarchy. Therefore, the relationships between the Armed Forces and NGO’s and PVO’s is neither supported nor supporting. An associate or partnership relationship may accurately describe that which exists between military forces and engaged NGO’s and PVO’s. If formed, the focal point where U.S. military forces provide coordinated support to NGO’s and PVO’s would be the Civil-Military Operations Center (CMOC).

7. DOMESTIC OPERATIONS

Military operations inside the United States and its territories, though limited in many respects, may include support to civil authorities (MSCA), which provides DOD support to civil authorities for domestic emergencies that result from natural or man-made causes, or military support to civilian law enforcement agencies (MSCLEA).

Crisis response to natural disasters and civil defense needs inside the United States are implemented through the Federal Response Plan (FRP). The FRP applies to natural disasters such as earthquakes, forest fires, hurricanes, typhoons, tornadoes, floods, and volcanic eruptions. Following a request for assistance from the Governor of the affected state or territory, the President implements the FRP by declaring a domestic disaster. With this presidential declaration, the resources of the Federal Government, through the interagency process – can be focused on restoring normalcy.

The Secretary of the Army is the DOD Executive Agent for the execution and management of military support to civil authorities in domestic operations.

8. PRESIDENTIAL DECISION DIRECTIVE 56: MANAGING COMPLEX CONTINGENCIES

PDD 56 is an unclassified document that explains the key elements of the Clinton Administration's policy on managing complex contingency operations. This document is promulgated for use by government officials as a handy reference for interagency planning of future complex contingency operations.

PDD 56 defines "complex contingency operations" as peace operations such as the peace accord implementation operation conducted by NATO in Bosnia and the foreign humanitarian intervention in northern Iraq called Operation Provide Comfort; and foreign humanitarian assistance operations, such as Operation Support Hope in Central Africa and Operation Sea Angel in Bangladesh. This PDD does not apply to domestic disaster relief or small scale operations, nor military operations conducted in defense of U.S. citizens, territory, or property, including counter-terrorism and hostage-rescue operations and international armed conflict.

While agencies of government have developed independent capacities to respond to complex emergencies, military and civilian agencies should operate in a synchronized manner through effective interagency management and the use of special mechanisms to coordinate agency efforts.

PDD 56 calls for all U.S. Government agencies to institutionalize what we have learned from our recent experiences and to continue the process of improving the planning and management of complex contingency operations. The PDD's intent is to establish these management practices to achieve unity of effort among U.S. Government agencies and international organizations engaged in complex contingency operations.

9. MULTINATIONAL OPERATIONS

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

References: Joint Pub 2-0, 3-0, 4-0, 6-0, INSS, *Coalition Command and Control*, NDU press, 1994

U.S. military operations are often conducted with Armed Forces of other nations in pursuit of common objectives. Multinational operations, both those that include combat and those that do not, are conducted within the structure of an alliance or coalition:

a. Alliance. The result of formal agreements (i.e. treaties) between two or more nations for broad, long-term objectives which further the common interests of the members. The North Atlantic Treaty Organization is one example.

b. Coalition. An ad hoc arrangement between two or more nations for common action. The coalition that defeated Iraqi aggression against Kuwait in the Gulf War, 1990-1991.

Each multinational operation is unique, and key considerations involved in planning and conducting multinational operations vary with the international situation and perspectives, motives, and values of the organization's members. The Armed Forces of the United States should be prepared to operate within the framework of an alliance or coalition under other than U.S. leadership.

10. CONSIDERATIONS FOR MULTINATIONAL OPERATIONS

CONSIDERATIONS FOR MULTINATIONAL OPERATIONS	
NATIONAL GOALS	CULTURAL DIFFERENCES
Reach agreement on common goals and objectives to bind multinational forces.	Employ linguistics and area experts to assist with cultural and language challenges.
UNITY OF EFFORT	MANAGEMENT OF RESOURCES
Multinational objectives must be supported by each member nation.	Support forces of member nations with national assets or through the coalition.
DOCTRINE, TRAINING, EQUIPMENT	NATIONAL COMMUNICATIONS
Improve other national forces through training, assistance, and sharing of resources.	Have direct and immediate communications capability to respective leaderships.

National Goals. No two nations share exactly the same reasons for entering a coalition or alliance. The glue that binds the multinational force is agreement, however tenuous, on common goals and objectives.

Unity of Effort. Motivation of member nations may differ, but multinational objectives should be attainable, clearly defined by the commander or leadership structure of the multinational force, and supported by each member nation.

Doctrine, Training, and Equipment. The doctrine, operational competence as well as types and quality of equipment can vary substantially among the military forces of member nations. The JFC should seek opportunities to improve the contributions of other national forces through training assistance and sharing of resources consistent with U.S. and alliance or coalition terms of reference.

Cultural Differences. Each partner in multinational operations possesses a unique cultural identity—the result of language, religious systems, and economic and social outlooks. Language differences often present the most immediate challenge. Specifying an official coalition language can be a sensitive issue.

Management of Resources. Forces of member nations must be supported by either national or coalition assets. Resource contributions will vary between members.

National Communications. JFCs should anticipate that some national forces will have direct and near immediate communications capability from the operational area to their respective political leadership. These communications can facilitate coordination of issues, but it can also be a source of frustration as leadership external to the operational area may be issuing guidance directly to their deployed forces.

11. CONSIDERATIONS DURING THE PLANNING AND EXECUTION OF MULTINATIONAL OPERATIONS

a. **Rules of engagement.** JFC's should give early attention to developing ROE that are appropriate to the situation and can be employed by all member forces. JFCs should strive to develop and implement simple ROE that can be tailored by member forces to their particular situation.

b. **The Media.** JFCs should seek to facilitate the activities of national and international press organizations, consistent with operational security requirements. This task is complicated in a multinational situation where press corps from each member nation may have their own standards and requirements.

c. **Local Law Enforcement.** U.S. forces will often not have the authority or capability to enforce local laws in the operational area. JFCs should seek clear guidance from the alliance or coalition political leadership during the planning phase of multinational operations.

d. **Command and Control.** Multinational Force commanders and staffs exercise their authority to unify the efforts of the multinational force toward common objectives. Such authority, however, is seldom absolute. Consensus and compromise are important aspects of decision making in multinational organizations. Establishing command relationships and operating procedures within the multinational force is often challenging. It involves complex issues that require willingness to compromise in order to achieve the common objectives.

e. **Intelligence.** The collection, production, and dissemination of intelligence can be a major challenge. Alliance or coalition members normally operate separate intelligence systems in support of their own policy and military forces. JFCs need to determine

what intelligence may be shared with the forces of other nations early in the planning process.

f. Logistics. Multinational logistics is a major challenge. Multinational forces will have different logistics doctrine, stockage levels, logistics mobility assets, and interoperability issues. Nonetheless, JFCs need to coordinate the use of facilities, rail lines, ports and airfields in a manner that supports mission accomplishment. JFCs typically form multinational logistic staff sections early to facilitate logistics coordination and support multinational operations.

g. Protection measures. JFCs must consider the same protection measures that apply to joint operations during multinational operations. JFCs must consider, air defense, defensive air, counterair, reconnaissance and surveillance and security measures for the multinational force.

12. PEACE OPERATIONS

References: JP 3-07.3 (Joint Tactics, Techniques, and Procedures for Peace Operations)

Legal Basis. The UN Security Council is vested with the primary responsibility for the maintenance of international peace and security. Chapters VI, and VII, of the charter are the vehicles used to achieve this purpose. Chapter VI addresses peaceful means of establishing or maintaining peace through conciliation, mediation, adjudication, and diplomacy. Chapter VII provides the UN Security Council with a wide range of enforcement actions – from diplomatic and economic measures to the extensive application of armed force by the air, sea, and land forces of member nations.

13. DIFFERENCES BETWEEN PEACE KEEPING AND PEACE ENFORCEMENT OPERATIONS

Peace Keeping Operations (PKO) and Peace Enforcement Operations (PEO) take place under different circumstances characterized by three critical factors: consent, impartiality, and use of force. Commanders who are aware of these factors and how military actions affect them are apt to be more successful in controlling the operational setting and the ultimate success of the operation.

Consent is evident where parties to the conflict, those that share responsibility for the strife, exhibit willingness to accomplish the goals of the operation. These goals are normally expressed in the mandate. Consent may vary from grudging acquiescence to enthusiastic acceptance and may shift during the course of an operation.

Impartiality means that the PO force will treat all sides in a fair and even-handed manner, recognizing neither aggressor nor victim. This implies that the force will carry out its tasks in a way that fosters the goals of the mandate rather than the goals of the parties. During PE, the force maintains impartiality by focusing on the current behavior of the involved parties-employing force because of what is being done, not because of who is doing it. Parties may believe that the PO force favors the opposition. They will often set an impossible standard, demanding that the PO force affect all parties equally. But impartiality does not imply that a PO will affect all sides equally; even the least intrusive PO is unlikely to do so. However, the standard remains for the PO force to be impartial and even-handed in its dealings with all sides to a conflict. This standard does not preclude the use of force in either PKO or PEO. In the former, the use of force is for self-defense. In the latter, force is used to compel or coerce compliance with established rules. Moreover the central goal of PEO is achievement of the mandate, not maintenance of impartiality. While impartiality is desirable, it may be extremely difficult to attain and maintain in an actual PEO, no matter how the PE force executes its mission. In some mandates, impartiality may not be desired because the scope of UN Charter Chapter VII is so broad.

PKO and PEO are distinct operations, the dividing line being determined by the variables of consent, impartiality, the use of force, and the decisions by the NCA. The existence of a cease-fire to the conflict among the parties and a demonstrated willingness to negotiate on their part are indicators of the presence of consent. Other variables are more clearly within the control of outside actors. Gray areas can develop in the environment in which these operations take place. Such operations foist on commanders and policymakers the potential for uncertainty, ambiguity, and lack of clarity, which requires extremely close political-military communication.

