Military Operations Other Than War

Air Force Doctrine Document 2–3

3 July 2000

This document complements related discussion found in Joint Publication 3–07, *Joint Doctrine for Military Operations Other Than War.*

SUMMARY OF REVISIONS

This change updates Air Force MOOTW doctrine by improving the discussions on the need for Air Force commanders to recognize the dynamic and volatile nature of the MOOTW environment during peace operations (pages 2-8); by adding a discussion on the key roles of air mobility, the Air Force Medical Service, and chaplains in MOOTW (pages 11and throughout; also pages 45; 47); by expanding the discussion of the COMAFFOR, the role of the JAOC, and C2 systems (pages 31-34); by introducing text that highlights the key role of information operations and counterintelligence operations in MOOTW (pages 41-42); by clarifying the importance of exit strategies in certain MOOTW (pages 49-50); by clarifying the role of Judge Advocates in civil affairs roles (pages 43-44); by expanding the narrative on MOOTW principles (pages 1-10) and providing more detail about MOOTW training and education (pages 51-55).

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FOREWORD

The United States faces ambiguous and regionally-focused challenges to its national interests. Military operations other than war (MOOTW) address these challenges, in concert with other instruments of national power, by deterring conflict and promoting stability both internationally and domestically. MOOTW comprise the entire range of capabilities the military offers in support of national security interests, short of conducting sustained combat operations. These capabilities include such small-scale contingencies as show-of-force operations, limited strikes, noncombatant evacuations, sanctions enforcement, counterterrorism operations, peace operations, foreign humanitarian assistance, and military support to civilian authorities following a natural disaster in the United States. So long as the requirement exists to conduct these operations, we need to ensure our aerospace forces are relevant, ready, and strong.

While preparing for and conducting operations short of war, we must also ensure that our combat readiness remains high. Air Force doctrine for MOOTW not only addresses how best to use aerospace power, but also stresses that lessons from these operations can enhance our combat capability. Our doctrine further emphasizes the need for all airmen to find the best means of participating in these operations without degrading their essential combat capability.

The versatility of aerospace power allows us to contribute across the range of military operations, in concert with the other Services, foreign militaries, and groups such as the United Nations (UN) or nongovernmental organizations (NGO). Aerospace forces often provide the critical capabilities required for success. Air Force doctrine for MOOTW will help all airmen understand how best to apply their abilities to these demanding missions.

MICHAEL E. RYAN
General, USAF
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3 JULY 2000

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INTRODUCTION

PURPOSE

Aerospace power can be used across the range of military operations. This Air Force Doctrine Document (AFDD) provides the Air Force perspective and explains one part of that range known as military operations other than war. It discusses the broad, enduring beliefs about the best way to employ aerospace power to attain national security objectives in this environment. The guidance herein is based on knowledge gained from over 50 years of Air Force experience in operations short of war.

APPLICATION

This AFDD applies to all Air Force military and civilian personnel (includes Air Force Reserve Command [AFRC] and Air National Guard [ANG] units and members). The doctrine in this document is authoritative but not directive. Airmen need to consider not only the contents of this AFDD, but also their particular needs when accomplishing their MOOTW missions.

SCOPE

This document reflects principles contained in AFDD 1, *Air Force Basic Doctrine*, and describes how aerospace forces may best be prepared to accomplish military operations. It discusses the processes that effectively prepare Air Force forces for, and allow them to conduct, MOOTW. The doctrine discussed herein focuses on the operational level; appropriate tactical doctrine is addressed in other Air Force and joint publications.

CHAPTER ONE

PRINCIPLES OF MOOTW

We also have a long history of military support for national goals short of war, ranging from general military service to the nation (such as surveying railroads and waterways in the 19th century) to a wide range of actions abroad in support of foreign policy. In all military operations other than war, our purpose again is to promote the national security and protect our national interests.

JP 1, *Joint Warfare of the US Armed Forces*

OVERVIEW OF MOOTW

Military operations other than war are those military actions not associated with sustained, large-scale combat operations. *The overall goal of MOOTW is to pursue US national policy initiatives and to counter potential threats to US national security interests.* These activities often complement the political, economic, and informational instruments of national power. MOOTW may be employed to address such risks to American interests as economic and political transitions, repressive regimes, the spread of weapons of mass destruction, proliferation of cutting-edge military technology, violent extremists, militant nationalism, ethnic and religious conflict, refugee overflows, narcotics trafficking, environmental degradation, and terrorism. Under such circumstances, MOOTW may deter war, resolve conflict, relieve suffering, promote peace, or support civil authorities.

The military thus remains engaged with other countries in order to maintain stability and encourage positive relations with a variety of nations. MOOTW may allow the military to address local contingencies before they escalate into regional instability. Responses can include small-scale contingency operations beyond peacetime engagement but short of major theater warfare. In turn, these operations can provide the United States an opportunity to develop relationships with other countries, increase its influence, or maintain a presence in different parts of the world.

As a result, the objectives of MOOTW usually do not include overwhelming a military opponent. *Instead, one of the primary goals of*

any such operation is to minimize violence and encourage peace and stability. This may be accomplished by providing assistance after a disaster until local government can reassert control; relieving the effects of a famine in order to dispel unrest; helping to reinstate a legitimate government in order to stave off an insurgency; or perhaps, destroying terrorist training facilities before they can be used to conduct attacks against US or friendly interests. Some operations will require the application of lethal force from the outset; in such cases, the force used should be the minimum amount necessary to accomplish the objectives. In other cases, rapidly emerging factors can quickly change an expectedly peaceful noncombat mission into a violent one. Should this happen, commanders must be quick to adapt and try to restore the noncombat environment as soon as possible. When force is required, a proportionate amount should be applied to eliminate the source of conflict and discourage further confrontation. Nonlethal weapons may be a viable alternative to lethal force in some situations, providing the necessary response while minimizing the chance of further escalation and inflicting unnecessary harm.

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 objectives and the potential impact of inappropriate actions. Having an understanding of the political objective helps avoid actions which may have adverse political effects. It is not uncommon in some MOOTW, such as peacekeeping, for junior leaders to make decisions which 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. However, commanders should strive, through continuing mission analysis, to detect subtle changes which, over time, may lead to disconnects between political objectives and military operations. Failure to recognize changes in political objectives early may lead to ineffective or counterproductive military operations.

The transition to MOOTW after war can be difficult because of the significant change in the nature of the operation. *To lessen the impact of this transition, it is important for commanders to plan for it at the very outset of hostilities.* Postwar activities may involve the disposition of displaced civilians, enforcement of cease-fire or peace agreement provisions, nation-building efforts in either allied or defeated nations,

and many other types of operations. When the military objectives of the Gulf War were met, for example, Operation DESERT STORM concluded and was immediately followed by two distinct types of MOOTW. The first was humanitarian assistance to the Kurdish refugees (Operation PROVIDE COMFORT), for which there was virtually no time to prepare. The other was enforcement of an air exclusion zone (Operation SOUTHERN WATCH).

PRINCIPLES OF MOOTW

In military art and science there are principles of war that have developed over the years. *While they do not guarantee success, failure to follow them will almost certainly lead to failure, or at best, a very inefficient operation.* Air Force Doctrine Document 1, *Air Force Basic Doctrine*, details nine of these principles, including mass, objective, security, simplicity, maneuver, offensive, unity of command, surprise, and economy of force. They are well suited to an operation in which the objective is to overcome an enemy force.

But MOOTW are different. *Commanders involved in MOOTW should maintain awareness of the principles of war, but realize that the political considerations and the nature of many MOOTW require an underpinning of a few additional principles.* The principles of MOOTW are: objective, unity of effort, security, restraint, perseverance, and legitimacy. While the first three of these principles are derived from the principles of war, the remaining three are MOOTW specific. MOOTW that require combat operations (such as some forms of peace enforcement or strikes and raids) require joint force commanders (JFC) to fully consider principles of war and principles of MOOTW.

Objective

Having clearly defined objectives is just as important in MOOTW as it is in war. *Only by understanding the desired end state can military forces determine what actions to take and which forces to employ.* Having a clear objective establishes an end point for an operation. A military commander should develop military objectives that aid in the attainment of the political objectives and try to establish appropriate metrics to monitor progress toward the desired end state. An understanding of the objectives also helps guard against "mission creep," which occurs when forces find themselves pursuing new goals for which they may not be prepared.

It is not always easy to establish a clear, definable objective. In a war, political and military objectives may be obvious. When Country A invades Country B, the political objective can be simply stated: eject Country A's forces from Country B. Military objectives are then designed to support that political goal. In MOOTW it may not be so easy. The political objective established by the National Command Authorities (NCA) may be nebulous, such as to relieve the suffering caused by a famine. How many people need to be cared for before "success" can be declared? Is it sufficient to merely feed people temporarily or is a long-term solution required? Is fighting between different groups causing the famine or is the conflict merely a result of the disaster? It can be difficult to establish military objectives without a clear understanding of potentially ambiguous political goals.

Unity of Effort

It is rare that the military will be the sole, or even the lead, agency in MOOTW. Some operations will, by their nature, be predominantly military. In most situations, however, the military will be one agency of many. *As is common in low-intensity conflicts, military forces will often find themselves supporting the other instruments of national power.* While unity of command is critical within the military forces, most MOOTW will demand unity of effort among a wide range of agencies to ensure that they focus and coordinate their resources on the same goal.

Cooperation between civilian and military agencies is critical in MOOTW.

The participants in MOOTW often include a diverse and varied group. Missions of a humanitarian or diplomatic nature will involve a number of civilian agencies from the United States and other countries. Some of the US State Department organizations involved may include the Agency for International Development and the US Information Agency. Other executive agencies, such as the Departments of Commerce, Treasury, or Justice, may be represented. Military members need to

be familiar with the requirements of these other agencies, as well as with the capabilities they offer.

In many cases, more than just government agencies will be involved. International organizations also contribute a great deal. The United Nations (UN) has a number of relief organizations such as the UN High Commissioner for Refugees. Regional organizations, such as the North Atlantic Treaty Organization (NATO), are getting more involved in small contingencies. These organizations offer a means for dealing with problems beyond the scope of local governments. NGOs, such as the International Committee of the Red Cross (ICRC), often take the lead in humanitarian missions. They tend to have operational expertise and a solid regional orientation. Very often, these are not American organizations; for example, ICRC is based in Switzerland, while Doctors Without Borders (Medicins San Frontieres) is an international organization based in Brussels, Belgium.

While it offers many advantages, close cooperation with other organizations can also be very challenging. Members of different Services tend to have varying perspectives on the conduct of operations. Civilian and military organizations often have different objectives and concerns. Other countries will often have different languages, customs, and political objectives, all of which must be taken into consideration. The potential difficulties of working with other organizations can be diminished if each group provides representatives to a planning cell or operations center. Unity of effort is critical during interagency operations and can best be achieved through consensus building. This task is simplified when each organization's capabilities and limitations are understood by the others.

How do these groups come together to develop unity of effort? **One means of promoting cooperation is through an international civil-military operations center (CMOC).** The CMOC includes representatives of all the involved agencies and allows these individuals to work together and coordinate activities. This concept has proven very successful in operations such as those in the former Yugoslavia. Commanders might consider establishing a CMOC while an operation is being planned, then moving it into the affected country when the mission begins, to facilitate effective planning from the very beginning.

Operation RESTORE HOPE, Somalia, 1992

With over thirty humanitarian relief organizations active in Somalia, a civil military operations center (CMOC) became necessary. The CMOC served as the clearinghouse for all information to and from the humanitarian agencies, providing information on operations through daily briefings, responding to emergency requests in a timely manner, and keeping track of other activities as required. In addition, the CMOC helped establish a food logistics system which factored in everything from dates of arrival of shipments, to road repair work, to creating a framework in which the relief efforts could function.

Although intelligence gathering was not its function, the CMOC proved to be an invaluable source of situational intelligence. While the normal sources of intelligence gathering are valuable in a MOOTW situation, the lack of a sophisticated infrastructure can increase the importance of human intelligence (HUMINT). Using HUMINT as a resource, all patrols were debriefed and the combat intelligence team (CIT) was involved from the start. In one case, a reconnaissance platoon's commander arranged CIT meetings with local elders. In sum, HUMINT proved to be a useful source of information. The use of unexpected local intelligence was critical in providing up-to-the-minute assessments. Experience provided UNITAF [Unified Task Force] with a good understanding of how to use these organizations to complement its mission.

The CJTF [commander, joint task force] emphasized unity of effort or the need for all coalition forces to work together in the common relief effort. This was difficult with forces of various sizes representing different national interests. A plan was devised that allowed the larger brigade-size forces to operate as units and organized the smaller units under the Army, Air Force, or Marine Corps, depending on their specialty. The CJTF was then able to construct the right mix of forces needed and to build on the unit integrity that the forces brought with them.

***Joint Military Operations Historical Collection* (1997)**

Security

Security takes on a different meaning in MOOTW than it does in war. In a major conflict, forces will employ operational and communications security to prevent an enemy from learning about intentions or capabilities. Significant force will be used to deter an attack or defend against aggression. This differs from what a commander will do in a low-intensity environment. *Commanders have an obligation to protect their forces, but the threat and the means for countering it are quite different in MOOTW.*

Forces may be threatened in any operation, even in such things as humanitarian missions. *The threat will vary depending on local circumstances, but the commander must be aware that it always exists.* While lower than in warfare, the threat to forces will also be more difficult to identify. A potential enemy can often blend into the local population.

Attacks may come in the form of two-person terrorist teams rather than 200-man conventional units. The goal of security is to prevent any surprises by an opposing force. Effective intelligence and a good working relationship with the local population can allow a commander to recognize a problem far in advance.

Effective security not only protects the force, it can also contribute directly to mission accomplishment.

While effective force protection is essential, a commander must also keep in mind the objectives of the operation. In certain types of missions, such as foreign humanitarian assistance, operating with secure communications and using lethal weapons might result in the MOOTW force looking more like an enemy and less like a stabilizing presence. The emergence of nonlethal weapons may offer a means of providing security for forces while at the same time reducing the possibility of retaliation. The best security will anticipate attacks and prevent them rather than merely responding to them. By preventing attacks, commanders limit violence; by retaliating, they add to it. This is true throughout all aspects of an operation; commanders should use the appropriate amount of force and technical capabilities rather than always employing the maximum amount available.

Restraint

Restraint is the application of military force appropriate to the situation. Commanders should recognize that in some types of MOOTW, excessive use of force may lead to a higher intensity conflict. An unnecessary escalation of violence may move the conflict toward war or otherwise preclude achieving the desired end state. Use of inappropriate force should be avoided, and if it is required, it should be at a level appropriate to resolve the situation but not so great as to prolong it or encourage a violent response.

Determining the appropriate level of force requires an understanding not only of the immediate tactical objectives, but also of the operational military objectives and the overarching political goals. Because actions that can yield immediate tactical results may prevent the attainment of higher-level objectives, a commander needs to

recognize the likely impact of the use of force by developing an understanding of the local culture, the nature of the conflict, and the probable response by the populace. As the context of a mission changes over time, a commander must also realize that what was appropriate yesterday might not be appropriate today. If a commander feels the need to sharply increase the application of force, that may be a sign that the nature of the mission is changing. Important consideration must be given to the likely implications of using increased levels of force in MOOTW.

Commanders should begin developing a force structure by outlining the necessary aerospace power capabilities needed for an operation and then follow up by deploying the appropriate "tailored" force required. While it may be comforting to know that a large reserve is waiting in-theater "just in case," such a deployment taxes the logistics system, offers more targets to potential adversaries, and increases the effect of a high operational tempo, especially on high demand/low density assets such as reconnaissance and command and control aircraft. Increasing the "footprint" of forces in a region can antagonize local residents and give a false impression of US intentions, leading to the potential for escalation of violence and greater difficulty in attaining mission objectives. Nevertheless, force protection needs must be carefully weighed at all times and the inherent ability to rapidly increase the size and capability of friendly forces should be an essential part of all MOOTW planning.

In order to maintain effective security while also exercising restraint, commanders should develop very clear and precise rules of engagement (ROE). It is impossible to anticipate every possible scenario, but substantial preparation must go into the ROE. With this foundation, individuals will be better able to react to unexpected situations. Commanders should be prepared to adapt their ROE as a situation changes, and to ensure that these changes are transmitted to their forces. The principle of restraint places great demands on junior airmen who may not have experienced real-world contingencies; they must exercise correct judgment in what may be very tense situations. Restraint is critical to attaining long-term objectives. However, commanders should be prepared to adjust both their force structure and capabilities as well as the ROE meet emergencies and unforeseen events quickly.

Perseverance

The patient, resolute, and persistent pursuit of national goals and objectives, for as long as necessary to achieve them, is paramount. Some MOOTW will involve a one-time occurrence or a short-term operation to maintain stability until local authorities can take over. Many missions, however, especially peace operations and nation-building, will require a long-term commitment. *The United States must be prepared to stay involved in a region for a protracted time in order to achieve its strategic goals.* Most problems cannot be solved overnight; if a situation has been building up for a long time, it may take the same amount of time or longer to resolve it.

With this in mind, objectives should be established for the conditions under which forces may leave, rather than simply by a timetable for departure. Merely stating "we will remain for one year" does not give any guidance toward a long-term solution. If that is combined with an objective to reduce or terminate military presence "when the host government can assume control," however, then there are conditions established that will allow forces to leave. With this guidance, commanders can set military objectives which lead to the final goal. Options which provide a short-term fix, but do nothing to help achieve a long-term solution, may look good at first but do little to help the overall operation. If forces merely focus on getting out of the area as soon as possible, they will undermine legitimacy because others may believe that the United States is not very committed to the mission.

Legitimacy

There are often questions about US involvement in overseas operations. Many people at both ends of the American political spectrum would prefer to limit overseas activities. At the same time, many other countries watch suspiciously whenever the United States gets involved in another nation's affairs. **In order to reduce the threat to American forces and to enable them to work toward their objective, the United States must be viewed as a legitimate actor in the mission, working towards international interests rather than just its own.**

Maintaining legitimacy gives the United States many things. If the host country willingly accepts humanitarian or peace-oriented missions, this allows the access necessary to work toward the goals. It limits the threat to US Air Force forces if they are viewed by the population as a stabilizing force, rather than an invading one. Conversely, in a combat operation where offensive action is being taken, being able to demonstrate that the mission is legitimate may keep other nations from interfering, and in fact may encourage their assistance. Finally, legitimacy in the eyes of the American people is important for the military to be allowed to conduct and sustain operations.

Generating support at home and among allies is primarily the responsibility of civilian leaders, though military actions must be in line with legitimate goals. **Legitimacy is easier to establish in war than in MOOTW.** It seemed obvious that an American response was justified after Iraq's 1990 invasion of Kuwait (even then, however, there were questions in the United States about the need to get involved in what appeared to be a local dispute). A coalition of countries was formed on short notice; Iraq's ostensible allies either turned against them or provided merely vocal support. Developing this sense of legitimacy in MOOTW can be much more difficult. For example, how is it in the interests of the United States to help alleviate suffering due to famine in lesser-developed countries? In truth, there may be many reasons for US involvement in such situations. These reasons may include compelling moral and humanitarian interests or concerns over regional stability, as well as other political or economic considerations. Nevertheless, some countries with colonial histories may sometimes see foreign involvement of any kind in their domestic affairs as a means by which larger powers attempt to reestablish some degree of control over their nation. Therefore, generating and preserving legitimacy with the host-nation and in the larger international community can be critically important. While legitimacy is principally generated by our political leadership, legitimacy in the eyes of the host nation could be affected more by the actions of the military. One key means of promoting legitimacy for certain types of MOOTW is through robust and effective military public affairs operations. Commanders should work closely with the host-nation government (if, in fact, there is one) at all levels to help preserve and foster the sense of legitimacy.

CHAPTER TWO

AIR FORCE FORCES IN MOOTW

The British experience with air control between World Wars I and II demonstrates that air power was once effective in a constabulary and small-war situation. That experience points out how air power, in the hands of creative strategists, can be shaped and applied to support a government's most trying political responsibilities.

Lieutenant Colonel David J. Dean, USAF
***The Air Force Role in Low-Intensity Conflict* (1986)**

Air Force combat functions are adaptable to MOOTW, and certain assets may be applied to attain strategic-, operational-, or tactical-level effects against limited objectives as effectively as those mounted against more traditional wartime targets. Whether providing rapid global mobility, supporting information operations (IO) that shape and influence the situation, isolating operations from air or ground interference, or providing the eyes and ears of a sophisticated command and control system, the flexibility of Air Force forces is integral to any operation. Aerospace forces can be the supported force (airlift operations to provide foreign humanitarian assistance; counterair to enforce an air exclusion zone; or IO to determine treaty compliance), an enhancing force (air- and space-based intelligence, surveillance and reconnaissance [ISR]), or a supporting force (counterland operations, such as close air support or interdiction). Air Force forces are an essential element in successful MOOTW.

Military activities in MOOTW may consist of differing combinations of destructive and constructive force. *Each type of force has its own implications and likely results.* Destructive force applications result from traditional combat air actions such as offensive counterair, close air support, or interdiction. Constructive force applications result from air actions such as airlift of humanitarian supplies, aeromedical evacuations, medical support, and engineering services in response to privation. In all cases the application of force (destructive, constructive, or some combination) must be specifically tailored to achieve the stated political and military objectives.

The US military recognizes 16 representative types of MOOTW. *Because each type has its own unique characteristics, the actions for one may not be appropriate for another.* MOOTW may be classified as *combat*, *noncombat*, and a group of operations that may *overlap* the two. Even though there are many types of MOOTW typically not involving combat, airmen must understand that violence (and casualties) may occur in virtually any type of operation and they must be ready and able at all times to defend themselves and their units.

Air mobility forces provide critical support; and in many types of MOOTW, they are the primary contributors to success.

Figure 2.1 illustrates the 16 representative types of MOOTW. The figure demonstrates how operations may overlap, allowing for the fluid transition from one operation to another, as well as from noncombat to combat and vice versa, and for the possibility that more than one type of MOOTW may occur at any given time.

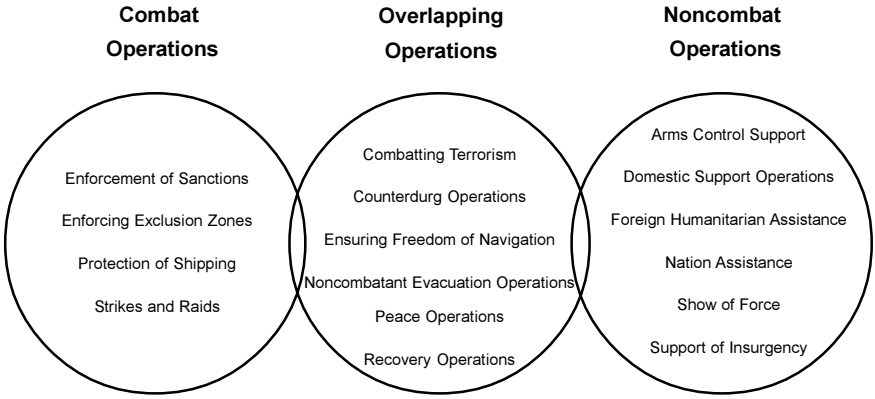


Figure 2.1. Types of MOOTW

COMBAT OPERATIONS

These operations involve the offensive use of aerospace power in the classic sense. While they may not actually involve combat, they use combat assets which must be prepared at all times to employ force. Included here are enforcement of sanctions, enforcing exclusion zones, protection of shipping, and strikes and raids. Typical aerospace contributions include combat search and rescue, counterair, countersea, counterland, and strategic attack. These contributions are supported and enhanced by such functions as air mobility (airlift, aerial refueling, and air mobility support), ISR, weather, and counterspace.

Enforcement of Sanctions

These operations stop the movement of designated items into or out of a nation or specific area. *The objective is to establish a selective barrier, thus allowing only authorized goods to enter or exit.* An air quarantine stops the flow of assets into or out of an area via air routes. However, an air quarantine is difficult to achieve because the enforcement is an "all or nothing" proposition. Shooting down an aircraft may be the only way to truly enforce an air quarantine, but that action may not be morally or politically acceptable for the situation. Quarantines and economic sanctions are often enforced by land and sea forces, while aerospace forces provide ISR, battle management, and force protection capabilities.

Enforcing Exclusion Zones

An exclusion zone is established to prohibit specified activities in a geographic area. *Exclusion zones can be established in the air (no-fly zones), on land, or on the sea (maritime).* Aerospace assets support this type of MOOTW by providing surveillance and reconnaissance without regard to geographic barriers or borders. Thus, aerospace assets can monitor air, land, and maritime exclusion zones. Air assets also enforce exclusion zones by the threat or direct application of force.

Protection of Shipping

Aerospace forces can also be effective for protecting shipping. They provide protection for US-flag vessels against unlawful violence in international waters. These operations may extend to foreign flag vessels. Although naval forces may be more involved in this type of MOOTW, aerospace assets provide real-time imagery while battle

Enforcing Exclusion Zones and Economic Sanctions in the Balkans

NATO airpower became involved in the region at about the same time [Summer 1992], in the form of Airborne Warning and Control System (AWACS) aircraft flying in support of SHARP GUARD, a NATO and Western European Union operation to enforce the regional arms embargo and economic sanctions against the former Yugoslavia. Direct cooperation between the UN and NATO began on 16 October, when, by prearrangement, the UN issued United Nations Security Council Resolution (UNSCR) 781, banning all military flight operations over Bosnia, and NATO activated Operation SKY WATCH to observe and report violations of that ban. After observing hundreds of no-fly violations over the next several months, particularly by combat aircraft of the Bosnian Serb faction, the UN and NATO again cooperated to toughen the no-fly ban. On 31 March 1993, the UN issued UNSCR 816, banning all flights not authorized by the UN and authorizing member states to take all necessary actions to enforce that ban. Simultaneously, NATO replaced SKY WATCH with Operation DENY FLIGHT to signify the new element of force. Over subsequent months, NATO and the UN added other missions to DENY FLIGHT, including close air support to protect UN personnel under attack, offensive air support to punish factions violating UNSCRs, and suppression of enemy air defenses to protect NATO aircraft flying the other missions.

Colonel Robert C. Owen, USAF
"The Balkans Air Campaign Study: Part I"
***Airpower Journal*, Summer 1997**

management, counterland, countersea, and counterair-capable aircraft can protect convoys and keep shipping lanes free of potential adversaries. In addition, Air Force special operations forces routinely train with other Service counterparts to conduct antipiracy operations.

Strikes and Raids

Strikes and raids are very similar; both achieve immediate results because they are based on a quick in-and-out operation, and both end with a planned withdrawal. A strike is intended to inflict damage on, seize, or destroy an objective for political purposes, while a raid is usually a small-scale operation to secure information, confuse an enemy, or destroy installations. Since the nature of the mission limits the time involved, aerospace power is ideally equipped to perform this type of MOOTW. The speed, global range, versatility, and flexibility of aerospace power are critical in this type of MOOTW.

Operation EL DORADO CANYON

In the early months of 1986, US leaders elected to take limited military actions against Libya's Moammar Gadhafi in response to his continued sponsorship of international terrorism.

The following target nominations were endorsed by the JCS and Secretary of Defense and approved by President Reagan:

***Tarabulas (Aziziyah) Barracks*: Located in Tripoli, it was the principal command and control center for Gadhafi's worldwide terrorist program.**

***Murrat Sidi Bilal Terrorist Training Camp*: A combat swimmer and naval commando school in the Tripoli area where PLO and other terrorist organization frogmen were trained.**

***Tripoli Military Airfield*: IL-76 Candid transports used to support Gadhafi's export of terrorism were the primary targets.**

***Benghazi Military Barracks/Jamahiriyah Guard Barracks*: An alternate terrorist command and control headquarters. Like Aziziyah Barracks, it was a billeting area for Gadhafi's elite Jamahiriyah Guard. It also contained a warehouse for storage of MiG components.**

***Benina Military Airfield*: Although not directly related to terrorism, Benina Military Airfield was selected for attack to ensure that its MiG fighters would not intercept or pursue US strike forces.**

Concurrent with target selection, the nature and size of the strike force were considered. Concern for collateral casualties and risk to US personnel, a certain desired weight of attack, coupled with availability of assets, quickly narrowed the field to a strike by tactical aircraft... . Mission forces are seldom selected on the basis of a single factor, such as accuracy, but on myriad political and military considerations. Tactical air offered the ability to place the greatest weight of ordnance on the targets in the least amount of time while minimizing collateral damage and providing the greatest opportunity for survival of the entire force.

Lieutenant Colonel W. Hays Parks, USMCR
"Crossing the Line" *Proceedings*, 1986

OVERLAPPING OPERATIONS

Depending on the particular situation, six types of MOOTW may be planned as either combat or noncombat. These operations are combatting terrorism, counterdrug operations, ensuring freedom of navigation, noncombatant evacuation operations, peace operations, and recovery operations. *Overlap occurs when the situation deteriorates into one requiring force.* In this case, the operation transitions from a noncombat operation to a combat operation. For example, a peacekeeping operation (a component of peace operations) is conducted to monitor a truce. If any of the billigerents fail to honor the terms of the truce, the noncombat peacekeeping operation may abruptly transition to a combat peace enforcement operation (also a component of peace operations).

Combatting Terrorism

Defensive measures known as antiterrorism and offensive measures known as counterterrorism combine to form combating terrorism actions. *Such actions are intended to thwart terrorism across the entire threat spectrum.* Antiterrorism reduces vulnerability to terrorist acts; counterterrorism prevents, deters, and responds to acts of terrorism. Although joint doctrine defines combating terrorism as MOOTW, Air Force personnel need to understand that combatting terrorism is a component of force protection that applies across the range of military operations. All Air Force personnel need to actively protect themselves and their units from terrorism, particularly in high-risk areas.

Air Force Security Forces, Air Force Office of Special Investigations (AFOSI), and special operations personnel assist local populations and staffs with antiterrorism measures and procedures. Security Forces are the Air Force's primary physical protection force. Early threat assessment, planning, and coordination of the Security Forces' needs are essential to provide an effective force protection capability. The AFOSI is responsible for providing guidance to counter the threat to Air Force interests posed by foreign intelligence services and terrorist groups. In addition, they can conduct intelligence gathering to support force protection during deployments.

Information operations are a critical tool in combating terrorism. IO are conducted throughout the range of military operations in accordance with US policy and legal requirements. Certain defensive IO, such as information assurance measures that guard against unauthorized access or corruption of information, can be used to protect important systems from terrorist attack.

Joint Publication (JP) 3-07.2, *Joint Tactics, Techniques, and Procedures for Antiterrorism*, contains detailed guidance for the defensive portion of combatting terrorism.

Counterterrorism provides response measures that include preemptive, retaliatory, and rescue operations. Many counterterrorism operations require specially trained personnel capable of mounting swift and effective action. Common counterterrorism missions include:

✪ **Attack of Terrorist Infrastructure**—strikes conducted against terrorist organizations with the objective of destroying, disorganizing, or disarming terrorist organizations before they can strike targets of national interest. These may involve either lethal force or nonlethal means such as offensive information operations.

B-52s with cruise missiles can conduct stand-off attacks against terrorist infrastructure.

✪ **Recovery of Hostages or Sensitive Materiel from Terrorist Organizations**—operations conducted to secure hostages and/or sensitive materiel from terrorist control, requiring speed, shock, surprise, and violent action. The safety of hostages and preventing destruction of sensitive materiel are essential mission requirements.

Aerospace forces are used to actively combat terrorism with ISR, air mobility, IO, combat search and rescue, counterland, and strategic attack functions. The Air Force brings a wide variety of capabilities to the fight against terrorism—everything from cruise missiles and reconnaissance satellites to gate guards and bomb dogs. Because of these diverse capabilities, **nearly any Air Force unit might be called upon to participate in counterterrorism operations.**

Counterdrug Operations

Although US law has long prohibited federal military forces from directly engaging in civilian law enforcement activities, Congress has allowed some limited exceptions. Particularly in the area of counterdrug operations, military personnel may assist civilian law enforcement agencies with training, equipment, reconnaissance, surveillance, and some limited direct support. The Air Force uses surveillance and reconnaissance to identify, detect, and monitor illicit drug trafficking. Detection and monitoring of drug traffickers are

principal counterdrug roles for ground-based and airborne radar. AWACS aircrews are assisted by aerial refuelers as well as by interceptors. The interceptors not only follow suspected drug traffickers, but also coordinate with the appropriate law enforcement agencies where they expect the drug traffickers to land. The Air Force also routinely supports counterdrug activities with command and control systems, intelligence, logistics, and drug detector dogs at air, land, and sea points of entry. ANG units are in the unique position of being able to provide assistance in either state or federal status; the duties they can perform depend upon their status under which they are operating.

Ensuring Freedom of Navigation

US aircraft may operate free of interference from any nation in airspace over the high seas. A nation has complete and exclusive sovereignty over its national airspace, which includes the airspace over its territorial sea (as applicable). US aircraft, however, have the right to overfly international straits and some sea lanes even if they are within a nation's territorial seas. **Military forces conduct freedom of navigation operations to demonstrate the right to navigate air or sea routes.** Air Force aircraft may be called upon to demonstrate American commitment to the right of navigation by traveling through internationally recognized air routes or over international waters that are improperly claimed by another nation. If American aircraft are threatened while over the high seas, or while overflying international straits or sea lanes, appropriate actions may be taken to protect the aircraft, its crew, and passengers. Ensuring freedom of navigation is not limited to transiting international air or sea routes. Air- and space-based reconnaissance provide information concerning the location of hostile threats. Airpower can deter or eliminate these threats to navigation routes with, for example, counterair operations. Interdiction of sea- and land-based threats is another example of how airpower can support this type of MOOTW.

Noncombatant Evacuation Operations

A noncombatant evacuation operation (NEO) is typically conducted to relocate threatened noncombatants from locations in a foreign country. These operations generally involve US citizens, family members, and selected foreign nationals whose lives are in danger. As such, a NEO is conducted at the direction of the Department of State. The US Ambassador or chief of mission is responsible for preparing emergency action plans for the noncombatant evacuation of US

nationals. If evacuation by commercial transportation is not possible, the US Ambassador may request military assistance, usually in the form of airlift. JP 3-07.5, *Joint Tactics, Techniques, and Procedures for Noncombatant Evacuation Operations*, and Air Force Instruction (AFI) 10-216, *Evacuating and Repatriating Air Force Family Members and Other US Noncombatants*, provide detailed NEO guidance.

- **The obvious preference is to conduct a NEO with little or no opposition.** *However, commanders should anticipate opposition and be prepared to use limited force.* NEOs are similar to raids in that the operation involves a quick insertion, a temporary and very limited securing of territory, and a rapid withdrawal. NEOs differ from raids in that the force used is normally only sufficient to protect the evacuees and the evacuation force. Nonlethal weapons may prove especially useful in this environment. AFI 10-216 states that "Evacuation operations may also take place entirely within the continental United States (CONUS), especially for natural disasters." It also indicates that for evacuation planning and processing, CONUS-based units should emphasize the need to be prepared to evacuate an area due to a natural disaster. Air Force personnel at safe havens should be prepared to receive and repatriate evacuees.

- **Air Force units have supported a number of NEOs in foreign countries by providing airlift, search and rescue, aeromedical evacuation, air refueling, counterland, counterair, intelligence, communications, and psychological operations.** *Air Force commanders should anticipate the need to coordinate for diplomatic clearances, depending on circumstances, and to work closely with domestic, foreign, and international civil and medical agencies.* As an example of Air Force support in NEOs, information may be broadcast to evacuees by leaflet drops or by television and radio broadcasts from Air Force special operations aircraft. During opposed NEOs, combat aircraft may be used to demonstrate American resolve or to provide close air support. Again, however, force employed must be proportional to the threat and efforts should be made to minimize collateral damage.

Peace Operations

Peace operations represent an increasing share of the contingency taskings for US armed forces. Under authority granted by the United Nations Charter, the UN Security Council has authorized over 50 peace operations. In addition, US forces have participated in similar

operations in conjunction with NATO or other multinational coalitions. *US military forces have contributed to nearly all UN peace operations either directly or by providing logistical and air mobility support to troop-contributing nations.* Air Force personnel can find themselves called upon to serve in or support UN-sponsored or other peace operations either individually or as part of a deployed unit.

In peace operations, it is important to reemphasize two sensitive points concerning the primacy of political objectives. First, **military personnel at all levels should understand the objectives of the operation and the potential impact of inappropriate military actions.** Having such an understanding helps avoid actions that may have adverse effects on the force or the mission at the tactical or operational level, and catastrophic effects on US policy at the strategic level. Junior personnel could make decisions which may have significant strategic implications. Secondly, **commanders should remain aware of changes in objectives, the situation, or the players which demand an adjustment of the military operations.** These changes may be subtle, yet failure to recognize them and adjust may lead to operations that do not support the attainment of objectives and may cause needless casualties.

Conceptually, peace operations can be broadly divided into two major categories: peacekeeping and peace enforcement. They take place under different circumstances and are characterized by three critical factors-consent, impartiality, and the use of force. Commanders who are aware of the importance 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. However, because of the dynamic environment in which these operations take place, gray areas can develop. Therefore, commanders should understand that in reality, they will probably encounter situations that cross the academic boundaries between peacekeeping and peace enforcement. Commanders should be prepared to respond to these situations by balancing national or international objectives, the tactical situation, and force protection needs against one another.

✪ **Peacekeeping operations are military operations undertaken with the consent of all major parties to a dispute. Normally, they are designed to monitor and facilitate implementation of an agreement (cease-fire, truce, or other agreement) and support diplomatic efforts to reach a long-term political settlement.** If peacekeepers are armed it is usually with light weapons for self-

defense and protection of resources. They conduct their operations in an open and highly conspicuous manner. Their main purpose is to establish a presence which inhibits hostile actions by the disputing parties and bolsters confidence in the peace process. Air Force units provide aerial and space-based reconnaissance to monitor cease-fire violations and operate forward airfields in support of air and ground forces. Security Forces have served as convoy escorts and performed other tactical duties. Personnel with expertise in political-military affairs, intelligence, or languages are particularly useful in peacekeeping operations; and airmen from all career fields may be called upon to serve as observers on the ground.

Finnish soldiers on a UN peacekeeping mission exit a USAF C-5. Even when the US does not provide ground forces, American air mobility often supports peace operations.

✪ **Peace enforcement operations involve the threat or employment of military force. Normally, the goal of peace enforcement is to bring about a cease-fire to allow time for the political process to promote an enduring resolution.** Peace operations may begin as peace enforcement and de-escalate to peacekeeping. Air Force units support peace enforcement with traditional air-to-air and air-to-ground operations as well as with air mobility, agile combat support, and ISR operations.

Peace operations present a unique challenge for Air Force personnel. Their political objectives may be somewhat ambiguous. Air Force commanders, planners, and participating airmen should strive to gain and maintain a complete understanding of the implied and specified tasks and the desired end state throughout all phases of the operation. The tactical situation in which forces must operate is often very fluid and capable of quickly turning violent with little or no warning. Peace operations are often undertaken in areas devastated by civil war or

Modern peace operations are often part of complex emergencies requiring humanitarian assistance or nation-building.

famine and with generally weak or nonexistent civil government. The civilian population is often in dire need of even the most basic necessities, such as food, water, shelter, and medical care. The physical and emotional demands on participating forces can be heavy. Attention should be given to the UN or other resolutions authorizing the operation, any terms of reference or mission guidance provided to the forces, status of forces or status of mission agreements in effect for the area of operations, and the ROE concerning the use of lethal and nonlethal force. Airmen should be particularly sensitive to the needs and anxieties of the civilian population, always treating them with respect, understanding, and dignity. Although peace operations involve new problems, dangers, and roles for military forces, they also offer the possibility of creating an environment in which a political resolution to a conflict may be found.

Recovery Operations

The purpose of this type of operation is to search for, locate, identify, rescue, and return personnel, sensitive equipment, or items critical to national security. These operations are generally sophisticated activities requiring detailed planning in order to execute

them, especially when conducting them in denied areas. They may support other types of MOOTW such as combatting terrorism or arms control support. They may be clandestine, covert, or overt, or they may be conducted in friendly areas, particularly when the host nation does not have the means to provide technical assistance in conducting the recovery. Some recovery operations may require the unique capabilities of special operations forces. Other operations can be conducted by conventional Air Force units such as aeromedical evacuation or dedicated combat search and rescue units. An example of a recovery operation is Operation FULL ACCOUNTING, conducted to account for and recover the remains of US service members lost during the Vietnam War.

NONCOMBAT OPERATIONS

Six types of MOOTW typically do not involve combat. They include arms control support, domestic support operations, foreign humanitarian assistance, nation assistance, show of force, and support to insurgency. Air Force contributions for these noncombat operations include air mobility, ISR, search and rescue, aeromedical evacuation, education and training, and duties such as logistics, communications, health services, civil engineering, and security. *Although these operations are planned as noncombat, it does not mean the operations are conducted in a purely calm or peaceful environment. The situation could erupt into one requiring offensive use of aerospace power.* Therefore, risks may be taken, casualties may occur, and the possibility an operation may transition to combat must be considered during the planning and execution phases. Nonlethal weapons may provide an adequate level of force in noncombat operations, but commanders cannot rule out the possibility that lethal force may be required at some point.

Arms Control Support

The main purpose of arms control, one method of counterproliferation, is to reduce direct threats to the United States as well as threats to regional security. *Although arms control may be viewed as a diplomatic mission, the military also plays a vital role.* Arms control involves any plan, arrangement, or process resting upon an explicit or implicit international agreement limiting weapon systems and armed forces. The use of the military in arms control verification is not new. Aerospace assets are used to verify types, numbers, and locations of weapon systems affected by arms control treaties. Air assets may be used

to protect authorized deliveries of weapons or materiel. Arms control support may also involve preplanned overflight of national territories and airlift support for treaty verification visits.

Domestic Support Operations

Air mobility forces supported efforts to fight forest fires in Florida in 1998.

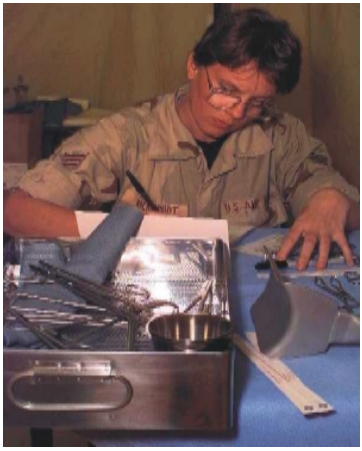
The two broad categories of domestic support operations are military support to civil authorities and military support to civilian law enforcement agencies. National Guard forces, in state status, are the principal providers of military assistance to state and local government agencies in civil emergencies. The Air Force supports federal, state, and local civil authorities when permitted by federal law and statutes. This occurs only when the response or recovery requirements are beyond the capabilities of the civil authorities. Such support can be as diverse as assisting in consequence management efforts following a terrorist incident or fighting forest fires. This temporary support may take the form of airlift of supplies, aeromedical evacuation, medical care, religious support, food, shelter, communications, and utilities. Examples include the Air Force response after Hurricanes Andrew and Iniki in 1992, as well as the U-2 missions flown from Beale Air Force Base to obtain overhead photographs of flood damage in northern California in 1995.

Military forces may provide limited support to civilian law enforcement agencies, but these activities are subject to many legal restraints. This support may include such things as training for law enforcement agencies, assisting in the control and resolution of a civil disturbance, or providing resources to prevent or mitigate the threat of a nuclear, biological, or chemical (NBC) terrorist threat. Military forces are not allowed to enforce the law except in two specific circumstances:

to protect civilian property and functions after a sudden and unexpected civil disturbance, disaster, or calamity, or to protect federal property and functions. In both cases, specific authorization must be given, and the circumstances should be beyond the control of civilian law enforcement authorities. US military forces are not placed under the command of civilian law enforcement officers or nonfederalized National Guard; the federal military chain of command is maintained. Additional guidance concerning Air Force participation in domestic support operations is outlined in JP 3-07.7, *Joint Tactics, Techniques, and Procedures for Domestic Support Operations*, as well as in Air Force Policy Directive 10-8, *Air Force Support to Civil Authorities,* AFI 10-801, *Assistance to Civilian Law Enforcement Agencies*, and AFI 10-802, *Military Support to Civil Authorities.*

Foreign Humanitarian Assistance

These operations, conducted outside the United States, relieve the results of natural or man-made disasters resulting in human suffering, disease, or hunger. *Foreign humanitarian assistance operations use military assets to support what are traditionally nonmilitary objectives.* The Air Force possesses many capabilities that can aid in the consequence management efforts of other US, host nation, and nongovernmental organizations. Air Force units such as medical teams or civil engineers can respond rapidly to emergencies and provide critically needed support to relieve immediate suffering and assist the host government in beginning its long-term reconstruction effort. Support from air mobility, security, and communications forces, among others, greatly enhances the ability of Air Force, joint, and multinational organizations to conduct this type of mission. Other aerospace contributions can come from Air Force intelligence surveillance, and reconnaissance or search and rescue capabilities. Detailed guidance is available in JP 3-07.6, *Joint Tactics, Techniques, and Procedures for Foreign Humanitarian Assistance.*



Medical units often participate in emergency humanitarian efforts over-seas.

Nation Assistance

Nation assistance is provided to another country based on agreements mutually concluded between that country and the United States. Three programs associated with nation assistance are humanitarian and civic assistance (HCA), security assistance, and foreign internal defense (FID).

- HCA programs are distinct from humanitarian assistance (HA) operations. **HCA are planned activities; HA is emergency relief.** Humanitarian and civic assistance is limited in funding and types of allowable projects. Examples of HCA programs are medical, dental, and veterinary care; construction of rudimentary surface transportation systems; well drilling and construction of basic sanitation facilities; and rudimentary construction and repair of public facilities. Air Force medical, logistics, and civil engineer personnel can be heavily involved in HCA programs.

- **Security assistance is the selective use of cooperative programs with allied and friendly armed forces to enhance military-to-military contacts, promote democracy, and to furnish other nations with the means to defend themselves.** One example of security assistance programs in which Air Force units participate is direct military training. Another example is the transfer of defense articles through sale, grant, lease, or loan.

- **Air Force units routinely conduct FID operations which support a host-nation's fight against lawlessness, subversion, or insurgency.** *US military involvement in FID focuses on counterinsurgency support to defeat an internal threat attempting to overthrow an established government.* This is accomplished by containing existing insurgent threats and by improving the conditions that prompted the insurgency. Successful counterinsurgents realize that the true nature of the threat to the established government lies in the people's perception of their government's inability to solve important economic and social problems. Counterinsurgency uses overt and covert methods in an integrated internal defense and development strategy. This strategy focuses on building viable political, economic, military, and social institutions that respond in a timely manner to the needs of society. At the direction of the NCA, the US military can provide advice, logistics, and training, but does not normally provide combat forces. Several Air Force units, for example, provided advisory support to the

Operation SEA ANGEL

On the night of 29-30 April 1991, Bangladesh, which has always been ravaged by nature, was hit by a savage cyclone named Marian. Unfortunately, the moon was at its fullest and the tide at its highest. Winds rose to more than 150 knots. The cyclone crossed over six of their major islands and 110 miles of coastline, to a depth of about five kilometers inland.... On the night of the cyclone, 139,000 people died. More than a million cattle perished. Rice, jute, salt pans, and other means of livelihood were all wiped out. The country's entire infrastructure along the Bay of Bengal was washed away by those tidal waves.

Another important element was Bangladesh's delicate political position. Only 39 days earlier, it had become a fledgling democracy. People were waiting for the government to fall. At that point, the Prime Minister made a courageous call for international assistance, recognizing it was beyond the means of her government to cope with the immensity of the disaster.

After assessing the devastation, I made [a] decision: that it was not necessary to bring weapons ashore. The only weapons that came ashore were sidearms for those who were escorting crypto gear. A disinformation campaign was under way, stating that the primary purpose of the US arrival was to establish a permanent base in Bangladesh. We had to disprove that canard quickly.

Once our presence was established, aid from other nations began pouring in, and an ad hoc coalition was formed. At one point, I had under my operational control Pakistani, British, French, and Japanese rescue teams and equipment. A People's Republic of China detachment was also working in concert with the effort. The ad hoc coalition allowed us to accelerate the pace, and we were able to save thousands of lives.

Another essential element in this type of disaster relief operation is the recognition of nongovernment and private volunteer organizations, e.g., CARE [Cooperative for Assistance and Relief Everywhere] and Save the Children. They are extremely important in the Third World countries. Nevertheless, it is an uneasy truce that exists between these organizations and host governments.

We had a detachment from the 374th Tactical Airlift Wing, from Yokota, Japan, which brought two more aircraft, giving us a total of four C-130s. We established a Military Airlift Command channel run with C-141s out of Hawaii and the continental United States, which continued to bring in critical spare parts, as well as mail and the other things critical to the morale of our people.

Communications are vital—we can't leave home without the ability to get into the worldwide military command and control system and the ability to use satellite communications. The Air Force, from Guam, provided our joint task force communications package.

Lieutenant General H.C. Stackpole III, USMC
"Angels From the Sea," *Proceedings*, 1992

successful El Salvador counterinsurgency in the 1980s. The likelihood of a successful conclusion to an operation is increased by personnel who are trained and qualified in these operations. Such training includes language skills, cross-cultural communications, and area orientation. Although almost all Air Force units can support these

operations, Air Force special operations units routinely train to conduct this mission. Air Force participation in FID operations is outlined in JP 3-07.1, *Joint Tactics, Techniques, and Procedures for Foreign Internal Defense*, as well as in AFDD 2-7.1, *Foreign Internal Defense*.

Show of Force

Multinational exercises in Bosnia demonstrate the abilities of airpower to all factions in the regions.

This type of MOOTW uses the physical presence of a credible force to either demonstrate US resolve or to increase visibility of deployed forces. *Before tension escalates into open armed conflict, a show of force can defuse a specific situation that may be detrimental to US interests or national objectives.* These operations, usually involving such things as exercises or routine overhead flights, demonstrate our capabilities and intent and bolster the confidence of friends and allies. Although a show of force is clearly active in nature, it is not combat. Three inherent attributes of aerospace power—flexibility, versatility, and persistence—enable a commander to show force from the air. Training missions flown by long-range aircraft, such as B-52s, B-1s, or B-2s, are one way to demonstrate the responsiveness of airpower. Aircraft routinely flying overhead or bringing personnel or material into the area of responsibility (AOR) demonstrate persistence and provide presence. In addition to physical presence, aerospace forces can also use Air Force ISR assets to achieve "virtual presence" as a means of globally projecting power. Exercise DYNAMIC RESPONSE, conducted in Bosnia in 1998, was designed in part to demonstrate American ISR capabilities to the leaders of the different factions in the region so they would be aware their actions would not go unnoticed.

Support to Insurgency

An insurgency is an organized movement aimed at the overthrow of an existing government through the use of subversion and armed conflict. Insurgency usually occurs when it is assumed that change within the existing system is not possible and therefore radical change in political control is necessary. Insurgency normally requires extensive use of covert methods. The insurgent leadership stresses and exploits issues that the key social groups support. At the same time, it neutralizes groups supporting the established government and seeks at least passive support from society at large. The United States may support an insurgency against a regime threatening American interests. When this occurs, different types of aerospace power (for example, air mobility or reconnaissance) may be used to directly support the insurgency. The Air Force does not normally seek to engage in combat during an insurgency, but advice, logistics assistance, and training may be provided to the insurgents when directed by the NCA.

CHAPTER THREE

COMMAND AND CONTROL

Clear and effective command relationships are central to effective operations and organizations.

AFDD 1, *Air Force Basic Doctrine*

COMMAND AUTHORITY

A detailed discussion on the provisions of joint command can be found in JP 0-2, *Unified Action Armed Forces*. JP 0-2 details the assignment and purposes of the different types of command authority, including combatant command (command authority), operational control (OPCON), tactical control (TACON), and administrative control (ADCON). A JFC assigns the appropriate level of authority over forces in accordance with the guidelines in JP 0-2.

COMMAND RELATIONSHIPS

Command and control (C2) relationships should remain flexible because there is no single C2 arrangement that works for all MOOTW situations. This is particularly true given that most operations are multinational and interagency in nature. Variables affecting the C2 arrangement include the type of operation, specific mission objectives, the existing host-nation C2 infrastructure, and the participation of multinational partners or intergovernmental organizations. AFDD 1, *Air Force Basic Doctrine*, and AFDD 2, *Organization and Employment of Aerospace Power*, offer detailed explanations of the methods of commanding and controlling aerospace forces.

The JFC may be the commander of a unified command, a subunified command, or a joint task force (JTF). *MOOTW are often conducted by joint task forces which fall under a unified combatant command.* The JFC should not also serve as a functional or Service component commander. This allows the JFC to remain focused on the joint campaign rather than on the contributions of a particular component.

Multinational cooperation may require a combined task force (CTF) which includes forces from a variety of nations. *The CTF may fall under an international organization such as NATO or the UN, and*

may be commanded by a non-US officer. The CTF may follow an existing command structure, or may adopt one specifically for the contingency. There are advantages and disadvantages to each method, depending upon the situation, but regardless of the method chosen, airmen must ensure they have a clear understanding of the chain of command. In addition to working closely with the leadership of the CTF, US commanders are responsible to their US chain of command. In this case, unity of effort takes on greater importance as unity of command is difficult, if not impossible, to achieve.

Certain operations may fall within the purview of civilian government agencies rather than military leaders. *A JFC may thus conduct operations subject to the overall authority of a representative of that agency.* For example, in a NEO, the US Ambassador is responsible for the preparation and implementation of the plan to evacuate American citizens. The JFC is responsible for the conduct of the military operation to implement the State Department plan. In the course of planning and executing NEOs, the Ambassador obtains and considers the opinions and professional judgment of the JFC. This requirement, however, in no way limits the Ambassador's overall responsibility for the safety of American citizens.

COMMANDER, AIR FORCE FORCES

To ensure centralized command and control of Air Force assets involved in a joint operation, a Commander, Air Force Forces (COMAFFOR) will be designated. The COMAFFOR, referred to in some joint publications as the Air Force Component Commander, is responsible for overseeing the morale, welfare, safety, and security of assigned forces. Although the JFC has great latitude in determining command relationships, *the COMAFFOR normally exercises OPCON over all assigned and attached US Air Force forces.* Some US Air Force forces and capabilities (such as intertheater airlift and space assets) maintain a global focus, thus sometimes preventing the transfer of OPCON to the JFC and COMAFFOR. When OPCON is not transferred, the JFC and COMAFFOR should be given TACON over these assets to integrate the additional capabilities they provide to the joint force. Where neither OPCON nor TACON of such Air Force forces is appropriate, the JFC (and in turn the COMAFFOR) will receive support capabilities specified by the

supported/supporting command relationship. These transfers of controlling authority should always be accomplished in writing to prevent confusion.

The COMAFFOR has responsibilities that derive from the Service's ADCON function. Based on the Service's ADCON authority, **the COMAFFOR will have complete ADCON of all assigned US Air Force forces and certain specified ADCON of all attached US Air Force forces.** Specified ADCON responsibilities apply to all attached forces, regardless of their major command (MAJCOM) or component (active duty, Guard, or Reserve).

JOINT FORCE AIR COMPONENT COMMANDER

During joint operations, centralized control of theater air assets is the most effective way to employ aerospace power. *The joint force air component commander (JFACC) should be the component commander with the preponderance of aerospace assets and the capability to plan, task, and control joint aerospace operations.* The COMAFFOR is normally designated as the JFACC. Thus, the COMAFFOR is prepared to assume the JFACC's responsibilities using a joint air operations center (JAOC). The JAOC operates as a fully integrated facility providing unity of effort for joint aerospace operations. The structure and size of the JAOC and its supporting staff are tailored to meet the scope and expected duration of the operation. In a multinational operation, the JFACC is designated the Combined Force Air Component Commander (CFACC) and uses a combined air operations center (CAOC).

In operations primarily involving air mobility, such as foreign humanitarian assistance, it is not uncommon for the JFACC to be a senior air mobility commander and be dual-hatted as the Director of Mobility Forces (DIRMOBFOR).

The JFACC's joint air operations center provides centralized control for aerospace operations.

COMMAND AND CONTROL SYSTEMS

C2 systems for MOOTW need to be reliable, secure (when required), and redundant to be effective. The need for interop-erability with existing host-nation communications or allied C2 systems presents both a challenge to communications units and an opportunity to leverage scarce deployable US resources. Regardless of what C2 system is used, it is needed from the initial planning stages through redeployment. A broad range of options are available for using C2 systems during MOOTW. These options may range from providing radio equipment to assisting a nation or friendly force by improving its field communications or providing a deployable air traffic control system. In addition, these options may include extensive C2 upgrades for command posts, communications infrastructure, or intelligence, surveillance, and warning sensors, as well as various communications and information collection and processing systems. Mobile and fixed-site equipment can be used. AWACS aircraft, as well as airborne command posts, may be deployed to the area of operations to provide the overall control structure. Satellite communications resources may be used in areas where long-range communications are required.

C2 systems may use existing facilities.

Operation URGENT FURY, GRENADA, 1983

It cannot be said that communications capability itself was abundant. Several participants cite shortages of communications including Admiral Metcalf, Commander of JTF 120. Admiral Metcalf notes,

We had one secure voice channel, and this was a task force common circuit. The usual operating practice is for commanders to set up a private circuit. But we had only one channel available, so when Admiral McDonald wanted to talk to me, we had to use the party line...when either my call sign or Admiral McDonald's went out over the circuit, the line was instantly cleared...if there were things that could not be worked out over the public line, then I would put them on the hard copy.

Similar communications shortages existed in the distribution of intelligence information. One of the more noted intelligence shortcomings of the operation was the lack of up-to-date topographical information (maps) on Grenada. When adequate maps were found, they apparently had to be flown to the Grenada task force rather than being sent by electrical transmission. In reviewing the Grenada operation Admiral McDonald, Commander in Chief, US Atlantic Command, said,

Shortages were not the only communications problems found during the invasion of Grenada; interoperability was another. For example, uncoordinated use of radio frequencies prevented radio communications between Marines in the north and Army Rangers in the south. As such, interservice communication was prevented, except through offshore relay stations, and kept Marine commanders unaware for too long that Rangers were pinned down without adequate armor.

Commenting overall on the issue of interoperability, Admiral Metcalf wrote,

In Grenada we did not have interoperability with the Army and the Air Force, even though we had been assured at the outset that we did. So, consequently, we could not make the installed communications work.

Several factors have been cited as the cause of the communications problems which were confronted in Grenada. Among them were insufficient planning for the operation, lack of training, inadequate procedures, maldeployment of communications security keying material for the different radio networks, and lack of preparation through exercise realism.

Colonel Stephen E. Anno, USAF and
Lieutenant Colonel William E. Einspahr, USAF
***Command and Control and Communications Lessons Learned: Iranian Rescue, Falklands Conflict, Grenada Invasion, Libya Raid* (1988)**

RULES OF ENGAGEMENT

Rules of engagement for MOOTW reflect the principles of security and restraint, and as a result may be more restrictive than ROE for military operations during war. *For all MOOTW, airmen should understand that force should only be used as a last resort and that no more than an appropriate or proportional use of force is justifiable.* However, ROE must never constrain the ability to use armed force, both lethal and nonlethal, when necessary in self-defense. Therefore, all personnel who conduct MOOTW must be trained and prepared to take necessary and proportionate self-defense measures based on the Joint Chiefs of Staff (JCS) Standing Rules of Engagement. Commanders at all levels must take proactive steps to ensure their personnel know and understand the specific operation's ROE and are quickly informed of changes. This can be achieved if the ROE are clear, simple, and concise; there can be no doubt as to what self-defense actions are authorized when needed. Commanders should use their staff judge advocates to ensure all personnel are familiar with the ROE as well as with the applicability of the law of armed conflict (LOAC) to the particular operation. Failure to understand and comply with established ROE can result in fratricide, civilian casualties, mission failure, and national embarrassment.

The two elements of self-defense are necessity and proportionality. Necessity means personnel must be in imminent danger before taking any forceful self-defense actions. Proportionality means whatever force is used must be limited in intensity and duration to the force reasonably required to ensure safety. For example, warning shots (if authorized in the ROE) may be all that is needed to stop the hostile action.

Stabilization Force (SFOR) – Operation JOINT GUARD
Commander's Guidance on the Use of Force (Unclassified)

MISSION

Your mission is to stabilize and consolidate the peace in Bosnia and Herzegovina.

SELF DEFENSE

1. You have the right to use force (including authorized weapons as necessary) in self-defense.
2. Use only the minimum force necessary to defend yourself.

GENERAL RULES

1. Use the minimum force necessary to accomplish your mission.
2. Hostile force/belligerents who want to surrender will not be harmed. Disarm them and turn them over to your superiors.

Stabilization Force (SFOR) – Operation JOINT GUARD Commander's Guidance on the Use of Force (Unclassified)—continued

3. Treat everyone, including civilians and detained hostile forces/ belligerents, humanely.

4. Collect and care for the wounded, whether friend or foe.

5. Respect private property. Do not steal. Do not take "war trophies."

6. Prevent and report all suspected violations of the law of armed conflict to superiors.

CHALLENGING AND WARNING SHOTS

1. If the situation permits, issue a challenge:

In English:	"SFOR! STOP OR I WILL FIRE!"
Or in Serbo-Croat:	"SFOR! STANI ILI PUCAMI!"
(pronounced as:	"SFOR! STANI EEL LEE PUTSAMI!")

2. If the person fails to halt, you may be authorized by the on-scene commander or by standing orders to fire a warning shot.

OPENING FIRE

1. You may open fire only if you, friendly forces, or persons or property under your protection are threatened with deadly force. This means:

a. You may open fire against an individual who fires or aims his weapon at you, friendly forces, or persons with designated special status under your protection.

b. You may open fire against an individual who plants, throws, or prepares to throw an explosive or incendiary device at you, friendly forces, or persons with designated special status or property with designated special status under your protection.

c. You may open fire against an individual who deliberately drives a vehicle at you, friendly forces, or persons with designated special status or property with designated special status under your protection.

2. You may also fire against an individual who attempts to take possession of friendly force weapons, ammunition, or property with designated special status, and there is no other way of avoiding this.

3. You may use minimum force, including opening fire, against an individual who unlawfully commits, or is about to commit, an act which endangers life, or is likely to cause serious bodily harm, in circumstances where there is no other way to prevent the act.

MINIMUM FORCE

If you have to open fire, you must:
- Fire only aimed shots, and
- Fire no more rounds than necessary, and
- Take all reasonable efforts not to unnecessarily destroy property, and
- Stop firing as soon as the situation permits.

You may not intentionally attack civilians, or property, that is exclusively civilian or religious in character, except if that property is being used for military purposes and engagement is authorized by your commander.

CHAPTER FOUR

PLANNING AND SUPPORT CONSIDERATIONS

> ***The air campaign may be the primary or supporting effort in a theater. In either event, an air campaign plan is a necessity. The plan should describe air centers of gravity, phasing of operations, and resources required. It must provide general guidelines for division of effort.... It should explain how other arms will support or be supported.***
>
> **Colonel John A. Warden III, USAF**
> ***The Air Campaign* (1988)**

Each MOOTW contingency is different, and there is no planning template that can be applied to every operation. *Commanders and planners should consider the objectives, duration, environment, and forces in a mission when determining their support requirements.* A key planning consideration to keep in mind at all times is that MOOTW evolve over time; commanders and their staffs must recognize that an operation that begins as one type of MOOTW may turn into something else with different political objectives, threats, and requirements.

CIVIL ENGINEERING

Civil engineers may be required in any type of MOOTW, from a show of force to foreign humanitarian assistance operations to disaster response efforts in the United States. Civil engineers perform the broad responsibilities of force beddown, base development, housing services, day-to-day operations and maintenance, environmental quality, and

Civil engineers worked with deployed personel to build Tuzla Air Base's "Rock City," providing services to forces living there for extended periods.

emergency services such as fire protection, disaster preparedness, and explosive ordnance disposal. Civil engineers must be ready to deploy to any location worldwide, able to perform effectively in high-threat environments, capable of performing duties at austere or bare base operations, and able to adapt to rapidly changing situations. Air Force engineers support joint and multinational MOOTW by establishing base camps to beddown forces and providing emergency services. Detailed information on the role played by Civil Engineers can be found in AFDD 2-4.4, *Bases, Infrastructure, and Facilities*.

FORCE PROTECTION

Force protection during MOOTW can be a significant challenge, and advance planning for force protection is essential. Prior to any deployment there should be a vulnerability assessment to vet the threat and determine the factors essential in protecting the force. This assessment should include threats from NBC weapons, as well as from conventional means. Security Forces tasked with force protection focus primarily on defense of air bases against threats to flight operations. However, they may also perform security escort duties for convoy operations and may provide protection from public unrest or terrorists. It may be necessary to employ non-Security Forces personnel in force protection duties, and depending on the threat, all personnel may be armed, and may carry or have available personal protective equipment such as helmets, flak vests, and gas masks or protective suits.

Procedures required to maintain minimum standards of force protection during MOOTW must be clearly understood by all personnel and must also be enforced. Two critical elements of an effective force protection program are clear and simple ROE and a weapons and ammunition access policy. Additionally, all deploying

Depending on the threat, forces may be armed and may wear personal protective equipment.

personnel should receive predeployment awareness training on the threat, personal protective measures, detecting terrorist surveillance, and the procedures for alerting others of suspected terrorist activities. Regardless of the apparent threat, force protection should remain a high priority for all personnel.

Other force protection measures include counterintelligence programs to preclude an adversary from observing friendly actions or exploiting friendly information. Counterintelligence is the discipline responsible for collecting, reporting, assessing, and countering espionage, sabotage, subversion and terrorist threats; for developing tailored antiterrorism, counterespionage, and protective service defensive programs; for the employment of the technical security countermeasures program; and for conducting liaison with host and counterpart law enforcement and security agencies. AFOSI is the primary AF agency that provides counterintelligence support to AF commanders. Commanders may also receive counterintelligence support from other Services or agencies—both US and allied. When performing counterintelligence support for force protection in a deployed environment, AFOSI agents are placed under the OPCON of the deployed local commander. ADCON remains within AFOSI channels. Agents in this situation are under the direct tasking authority of the deployed commander for whom they are providing force protection support.

Protecting the health of the fighting force is also essential to minimizing unnecessary loss of people to illness, injury, or the effects of NBC weapons. Commanders need to consider prevention or treatment of health-related issues for their personnel during all aspects of MOOTW. Force health protection should address all health-related threats affecting the operational forces and the supporting/surrounding communities before, during, and after deployment. Commanders should also ensure their personnel are properly protected in contaminated environments and can continue operations during and after a NBC attack.

INFORMATION OPERATIONS

The effective employment of information operations can go a long way toward resolving or deterring conflicts while minimizing the risk to friendly forces. IO are those actions taken to gain, exploit, defend, or attack information and information systems. *Information is both a critical requirement for the execution of friendly military operations and*

a potential weapon for use against an adversary. Defensive IO are an important part of force protection, providing information assurance and guarding against unauthorized access to information about military forces. Offensive information operations may be employed in MOOTW to promote peace, deter a crisis, control escalation, or project power.

IO offer a tool for accomplishing military and political objectives without necessarily resorting to lethal force. Achieving this aim requires a skillful blend of "high-tech," "low-tech," and "no-tech" capabilities and actions. During all MOOTW, the ability to gain, exploit, defend and attack information must not be underestimated. Well integrated and executed IO can lessen potential opposition to American objectives and forces, influence adversaries, or significantly enhance the effectiveness of combat power.

INTELLIGENCE

In addition to potential military threats, the focus of intelligence during MOOTW should also include a significant effort to understand the political, social, cultural, health, religious, and economic factors affecting the situation. Intelligence staffs work closely with national agencies to establish information (collection and production) requirements and capabilities as early as possible. In MOOTW conducted outside the US, medical intelligence and HUMINT are important sources of information. Medical surveillance and health risk-assessment provide information on health-related indigenous and enemy threats and on the availability and capabilities of host-nation medical assets. HUMINT provides information on activities which may not be readily apparent to technical systems and enables a commander to understand local sentiments and perceptions. If a HUMINT infrastructure is not in place when US forces arrive, it should be established by joint or coalition agencies as soon as possible. Detailed guidance may be found in AFDD 2-5.2, *Intelligence, Surveillance, and Reconnaissance*.

Even though intelligence is actually gathered and analyzed, the term "intelligence" is not appropriate for every type of MOOTW. *The generic term "information gathering" may be more appropriate because of the sensitivity of the type of support provided by, and associated with, intelligence.* One example where it is particularly important to use "information gathering" is during the peacekeeping aspect of peace operations. By definition, peacekeepers are impartial and must be perceived as such. This is a particularly sensitive issue for the United

Nations, which conducts most peacekeeping operations. Another reason for peacekeepers to use the term "information gathering" is their safety. Factions may perceive intelligence as a threatening act, and this perception may destroy their trust in the impartiality of peacekeeping forces. "Information gathering" may also be more appropriate when dealing with international organizations and NGO. Because of the nature of their operations, personnel from these organizations become very familiar with a local population's culture and sensitivities and may, therefore, be a valuable source of information. Again, it's the perception that counts; representatives of these organizations may resent being considered a source of intelligence.

LEGAL CONSIDERATIONS

MOOTW missions are often based on unclear or emerging international law. For example, the right of the international community to intervene with military force in order to stop a civil war or reinstate a democratically elected government is a controversial issue. Many times, the UN Security Council may limit the military's role in resolutions authorizing operations or may provide a vague, seemingly open-ended mandate. As a matter of policy, however, US forces operate in compliance with the international LOAC whenever deployed outside the US, whether or not a particular contingency formally triggers application of the LOAC treaties. Since MOOTW contingencies may develop very rapidly and in locations where US forces have not traditionally operated, arrangements that might otherwise be in place, such as a status-of-forces agreement (SOFA), may not exist. When operating in coalition with allied forces or in cooperation with international organizations and NGO, the legal constraints on the use of US funds, equipment, and supplies to directly support non-US personnel are often quite complicated. Contingency contracting and the employment of local laborers can also present legal challenges. As already discussed, the ROE for MOOTW are often highly constraining and very sensitive to the political and social conditions surrounding the operation.

Generally, commanders should look to their Judge Advocate General (JAG) for assistance in resolving these complex issues. JAGs are responsible for assisting commanders in maintaining discipline within the deployed Air Force forces. Additionally, JAGs assist with the drafting, revising, and dissemination of ROE; review plans and target lists for LOAC compliance; handle claims arising from force activities; and advise contingency contracting personnel. Finally, JAGs have civil

affairs responsibilities within the Air Force; in MOOTW, particularly humanitarian assistance and peace operations, civil affairs play an important role. Air Force JAGs may act as liaisons to Army civil affairs forces, or if no Army civil affairs personnel are deployed with the force—as may be the case in small air-only operations or in the early stages of larger operations—JAGs may provide, or advise other functional specialists who provide, coordination with international organizations, NGO, and local government officials. The bulk of this capability currently resides within the ANG, but it is being developed within the active component.

LOGISTICS

In MOOTW, logistic support often involves not only providing materiel and supplies to US forces, but also airlifting medical supplies into a disaster area, providing tents to refugees, or feeding civilians in war-torn areas. Often, MOOTW demand creative and nontraditional logistic solutions to unique problems. Logistics support during MOOTW needs to be responsive and effective while at the same time having a reduced "footprint" of forward-deployed logistics elements. Emphasis on compact and multiuse equipment, increased dependability and less redundancy, and the ability to reliably reach back to nondeployed units and agencies for support previously required in-theater are all central to effective logistics. Logistic support may involve determining potential support capabilities and limitations; developing host-nation logistics systems, infrastructure, and procedures; and, training host-nation logistics personnel. Airlift requirements may dictate the use of commercial, contract, or Civil Reserve Air Fleet support. Logistics systems supporting either US or multinational forces operate within the constraints of any existing SOFAs and the legal and political restraints governing US involvement. Extreme care should be taken to limit adverse effects on the host-nation economy by not exceeding its capability to absorb high-technology materiel or to accommodate the required logistics support. For these reasons, austerity is preferred to overdevelopment.

Another aspect of logistics is the effort required to replenish supplies and to repair equipment, as necessary, after redeploying to home station following any military operation other than war. The objective is to ensure each unit is prepared to immediately respond to a war tasking. Likewise, replenishment of war reserve materiel (WRM) assets following their use after MOOTW operations is also essential to ensuring units are prepared to respond to war taskings. Also, because

WRM is intended to support wartime operations, the decision to use WRM for MOOTW should only be considered when there are no other feasible alternatives. These actions to restore a unit's readiness apply not only to operations squadrons, but to support squadrons as well. For example, the Air Force may provide a significant amount of support equipment, such as tactical communications and tents, for MOOTW. These items may need to be repaired or replaced to support another MOOTW or a war tasking.

Further information on logistics can be found in AFDD 2-4, *Combat Support*.

MEDICAL OPERATIONS

Air Force health services provide resources that can be used to support other forces, or as the primary contributor, during MOOTW. In addition to tailored medical specialty teams, Air Force health services provide two primary operational support systems: the Air Transportable Hospital and aeromedical evacuation (AE). Command authorities may use these tools within their areas of responsibility to provide theater hospitalization and AE support to Air Force, joint, and multinational forces.

Air Force health services have been, and will continue to be, used in humanitarian roles as a primary instrument of action. *When authorized, the Air Force can provide medical support to a civilian populace and to refugees.* Medical support planners should consider the specific type of operation, the location, the expected duration, all governing operational orders, legal authority, terms of reference, and applicable host-nation Ministries of Health approval and capabilities. Detailed medical guidance can be found in JP 4.02, *Doctrine for Health Service Support in Joint Operations*; JP 4.02-1, *Joint Tactics, Techniques, and Procedures for Health Service Logistics Support in Joint Operations*; and JP 4.02.2, *Joint Tactics, Techniques, and Procedures for Patient Movement in Joint Operations*; and AFDD 2-4.2, *Health Services*.

PSYCHOLOGICAL OPERATIONS

Psychological operations (PSYOP) aim to influence the emotions, motives, objective reasoning, and ultimately, the behavior of foreign governments, organizations, groups, or individuals. Psychological operations are systematically employed to induce or reinforce foreign attitudes and behavior favorable to US objectives. *They*

offer the opportunity to attain objectives without resorting to force application, which could lead to an escalation of violence. They can also enhance force protection by reducing hostile perceptions of US forces. Since the goal of MOOTW is to deter or prevent further conflict, PSYOP can be a very effective tool in these types of operations. While certain US Air Force units are assigned primary PSYOP responsibilities, almost all Air Force units can use their inherent capabilities to support PSYOP.

PUBLIC AFFAIRS

MOOTW are often conducted under the scrutiny of the international news media. This is especially true in the initial phase of an operation. By using modern communications technology and satellites, media representatives deliver reports, with pictures, on a real-time basis. These reports may provoke worldwide reaction by drawing attention to an operation. When accurate information from credible sources is withheld, journalists may resort to speculation which, while it may not be accurate, may be close enough to the truth to be accepted as such by the public and by other governments. Therefore, **it is important for commanders to have a good working relationship with the media, while also main-**

Air Force and British airmen unload supplies at Maputo Airport, Mozambique during humanitarian mission ATLAS RESPONSE. MOOTW will often be conducted in military coalition, and will usually involve some public and private civil organizations, and will always involve the media.

taining operational security. Commanders' public affairs personnel are responsible for developing and fostering a viable relationship with the media. This relationship may also extend to the local media in the area where an operation is being conducted. Cooperation with the local press, if there is any, can allow commanders to educate local residents and defuse hostile attitudes that might be brought about by ignorance of the nature of the US presence. Such actions improve the security of the forces and aid in the accomplishment of mission objectives.

RELIGIOUS CONSIDERATIONS

The cultural emphasis placed on religion varies around the world, but it will often play a major role in the lives of local inhabitants. *An understanding of host nation or regional religious beliefs is vital to the success of many types of MOOTW.* Chaplains often advise commanders on matters of religion, morals, ethics, and morale. They are uniquely trained to know religious practices and beliefs of the deployment area. Some examples of information that a chaplain can provide to the commander include:

- ✪ religions present in the region
- ✪ influence of clergy
- ✪ modes of worship
- ✪ roles of religion in motivating indigenous people
- ✪ effect of religion on cross-cultural communication
- ✪ effect of socioeconomic factors on religion
- ✪ relations between religious communities and local government
- ✪ principal faith symbols
- ✪ significance of shrines, temples, and holy places.

This information can assist commanders in dealing with host nations, coalition partners, and adversaries. Military members who ignore religious considerations risk alienating local inhabitants and allies.

Chaplains also support the commander in situations involving refugees and prisoners of war. During the 1996 humanitarian mission dealing with refugees from Haiti, the JFC requested additional chaplains for his operation because the Haitians feared the military, but considered

chaplains trustworthy. Chaplains were also requested to help with the influx of Kurdish personnel that were evacuated to Guam after the Gulf War.

TOTAL FORCE

The total force is composed of active duty, AFRC, ANG, and Air Force civilian personnel. **Reserve and Guard forces may be available for tasking by the supported combatant commander.** *Therefore, it is important for commanders at all levels to identify as soon as possible the specific capabilities required to augment the active duty force.* When considering the use of Reserve Component forces, planners need to consider issues such as availability, funding, man-day authority, and time required to bring these personnel on duty. These issues are important for three reasons. First, timely mobilization authorization must be obtained and any required training must be accomplished without delay. Second, the Reserve Component forces need to be identified in the time-phased force and deployment data to ensure the operation they will support is not delayed. Third, there are numerous activities, such as airlift, air refueling, aeromedical evacuation, and psychological operations, which rely heavily on Reserve personnel. Air Force participation in most types of MOOTW can be accomplished using a combination of active duty and Reserve Component volunteers. The key to maximizing volunteerism among Reserve personnel is flexibility in tour lengths and rotation policies.

WEATHER SERVICES

Air Force Weather personnel participate as a key element of joint and multinational MOOTW. These personnel provide timely and accurate weather forecasts that enable commanders to direct forces at the right time and with the correct level of effort for each type of MOOTW. Virtually all forces that conduct or support MOOTW are influenced by the weather. Therefore, knowing how weather affects operations enhances the effectiveness of aerospace forces engaged in MOOTW. Weather information should be considered in every facet of MOOTW planning, deployment, employment, and redeployment. Commanders may seize a tactical advantage by effectively using information about poor weather conditions to screen and cover strikes and raids. Weather information is critical to the safety of Air Force air and ground activities during natural disasters, when weather forecast and communications infrastructure may be crippled or nonexistent. Detailed information on weather services

may be found in JP 3-59, *Joint Doctrine, Tactics, Techniques, and Procedures for Meteorological and Oceanographic Operations*.

DISENGAGEMENT AND REDEPLOYMENT

Planning to disengage and redeploy from certain MOOTW is just as critical to successful MOOTW as the planning to engage in the operation in the first place. *This is especially true of humanitarian operations. Air Force commanders should focus on creating the proper aerospace power effects to help meet the operational commander's military objectives. Once the JFC's objectives are met and the proper conditions for terminating the operation exist, commanders should be prepared to plan and execute their disengagement strategy. The commander's strategy should be well coordinated with other agencies and organizations involved in the operation, and will likely include the State Department, other coalition forces, the host nation, NGOs, and/or international organizations.* In some cases, US Air Force forces will disengage when appropriate effects have been created and the commander's objectives are met. In some cases, US Air Force forces will disengage from smaller contingencies and redeploy to

Air Force MH–53 arrives at Maputo Airport, Mozambique bearing supplies during humanitarian mission ATLAS RESPONSE. Goodwill produced during humanitarian operations can be undone by poor disengagement strategies.

larger conflicts. Redeployment, no matter what the cause, will be a very complicated exercise. Commanders should consider that many of the forces required in the beginning of a crisis are also responsible for a variety of redeployment activities. It is impossible to "what if" every possible scenario, but given that the military force structure is predicated on the ability to redeploy rapidly, it is essential that planners develop redeployment plans as part of their overall plans for MOOTW. Priorities for redeployment should be identified and should be modified as the situation warrants. A redeployment plan should be coordinated with other force providers, mobility planners, and forces involved in other operations.

CHAPTER FIVE

TRAINING AND EDUCATION

> *The best form of "welfare" for the troops is first-class training.*
>
> **German Field Marshal Erwin Rommel**
> **as quoted in *The Rommel Papers* (1953)**

TRAINING

Unlike land-combat forces, most Air Force units should require minimal specialized training for MOOTW, whether they are designated for support, combat, or planning. Because support forces perform similar tasks in MOOTW as in war, personnel trained in the skills required for their field should be able to perform those functions in either. Operation-specific training, such as mine awareness, buddy care, local religious customs, antiterrorism awareness, and the rules of engagement for a particular contingency, should be offered as appropriate. Combat aircrew members might benefit from training exercises emphasizing restraint and precision, but again, because the requirements for aircrews are so similar to wartime missions, minimal specialized training should be required. Planners who will be working in air operations centers should participate in command and control exercises that improve their ability to develop a joint air and space operations plan for a restrictive environment.

The prevalence of mines around the world leads to a requirement for mine awareness training in many operations.

The Universal Joint Task List (UJTL) is a key element of the requirements-based mission-to-task training system. It is designed for use by joint commanders to communicate their mission requirements

and to serve as a common language and reference system. The UJTL contains a comprehensive, hierarchical listing of tasks that can be performed by a joint military force, conditions associated with tasks, and a menu of measures of performance for each task. Likewise, AFDD 1-1, *Air Force Task List (AFTL),* fills a similar role for the Air Force.

Joint commanders develop their Joint Mission Essential Task Lists (JMETLs) based on assigned missions. To do this, a commander selects a task from UJTL deemed essential to mission accomplishment. A list of these tasks with associated conditions and standards comprise the commander's JMETL. Likewise, Air Force Mission Essential Task Lists are built by MAJCOM and unit commanders utilizing the AFTL.

The AFTL includes some tasks that are more commonly applied in MOOTW than in traditional warfare. The AFTL reflects the Air Force's core competencies and the command and control of forces. Rather than designating different tasks as applicable to particular situations, it simply presents these as tasks which the Air Force should be capable of performing. Units should train to tasks relevant to MOOTW and ensure they accomplish them just as they would train to a wartime-specific function.

Extended MOOTW deployments have the potential to negatively affect a unit's combat capability. Some forces may see their wartime readiness improve with their real-world experience, but others may see a decline as they miss important training and perform missions requiring far less of their skills than wartime operations would. *Commanders should take steps to maintain their personnel's combat readiness during extended deployments.* While operational requirements will have the top priority, and the particular situation will impose certain restraints on training activities and the availability of exercise areas, commanders should take what steps they can to maintain their forces' combat skills, in the event that a deployment to a higher-intensity conflict is required during or soon after a MOOTW deployment. Very often there are important training requirements which cannot be met during normal operations, and forces with such requirements require either in-theater training opportunities or frequent rotations to ensure their combat capability is maintained.

Airmen who have deployed often have a wealth of experience that can aid them in the performance of daily duties at their home station, as well as in a combat environment. In many cases they have learned new means of accomplishing their primary tasks that may

be more effective or efficient. They also may have learned new skills in a different field, perhaps to a level that would have earned them a new specialty code had they completed a formal training program. Medical personnel, for example, engage in realistic training each time they deploy to support MOOTW, especially in such mission areas as AE and theater hospitalization. Humanitarian assistance missions in particular provide them valuable training opportunities. Many commanders make a point of using squadron members with deployment experience as instructors. *These airmen offer a wealth of real-world experience that should be exploited.*

EDUCATION

Education offers airmen a better understanding of national security issues and the military's role in them. It can help military members to better understand the nature of a conflict, allowing them to develop objectives and plan for accomplishing them with an eye toward the "big picture." Many of the airmen participating in Operation JOINT GUARD in Bosnia reported that the most useful aspect of their deployment preparation was the introduction to the history and culture of the region. It enabled them to see beyond what they had heard in the media and begin to understand some of the underlying issues in the conflict. They found that it helped them interact better with local residents and improved their morale because they understood their mission better. Cultural education offered as part of a preparation program could help airmen plan for and conduct operations more effectively because they will be better able to anticipate problems as well as likely responses to military actions.

Students should learn about the nature of MOOTW and the proper application of aerospace power in such operations throughout their military education. Professional military education courses ranging from accession to the senior level should build upon one another, broadening the students' understanding at each level so they are prepared for the responsibilities they are likely to face. This education should take place at schools for enlisted members as well as for officers; long-running operations in the Balkans and Southwest Asia demonstrate that mid- and senior-level noncommissioned officers (NCOs) will often find themselves with a degree of responsibility comparable to that which an officer might have at a home station. Professional continuing education, typically offered by major commands or Air University, should address the use of different capabilities in MOOTW as well as in war. Recent operations can

offer important lessons on how to plan for and employ different aerospace capabilities in a wide range of mission areas. The various operations conducted in the former Yugoslavia during the 1990s, for instance, provide an excellent case study for military students.

EXERCISES AND WARGAMES

Realistic and challenging field training exercises, modeling and simulations, and command post exercises allow units, commanders, and staffs to prepare for MOOTW. Exercises should address not only employment operations, but also the deployment and redeployment phases. They should incorporate command and control, intelligence, appropriate rules of engagement, force protection, and the logistics coordination necessary to successfully conduct MOOTW. For complete realism, foreign military members should be included as well as US DOS/AID or specialized NGOs when appropriate. Realistic exercises and wargames (those with joint, interagency, nongovernmental organizations, and media participation) are essential for determining possible shortfalls and corrective actions to achieve success in future operations. The Joint Readiness Training Center, for example, provides MOOTW training scenarios that mirror recent real-world events as well as potential future scenarios. Various US and non-US agencies, as well as foreign military services, actively participate in these training events.

Commanders should continually assess the effects MOOTW training and exercises have on their unit's ability to conduct their wartime missions. After a MOOTW deployment, commanders should ensure their units receive the refresher training needed to perform their wartime duties.

For realism, Air Force exercises and wargames should include foreign military participation when appropriate.

Joint Readiness Training Center
Excerpts from the Fictional Scenario for Exercises

The mythical Island of Aragon is located in the Atlantic Ocean between the West Indies and the Azores in the Sargasso Sea approximately 2,123 nautical miles from the east coast of the United States of America. The Republic of Cortina is located on the southwestern portion of the island, the Republic of Victoria is located on the northwest portion, and the People's Democratic Republic of Atlantica (PDRA) is located on the eastern half.

Cortina Liberation Front (CLF) insurgent forces have operated in Cortina for about 25 years. Recently, the CLF forces have expanded operations and escalated terrorist activities against the government of Cortina. The PDRA has increased its support to the CLF insurgency by providing arms, equipment and supplies, advisors, and training.

About a month ago, People's Revolutionary Armed Forces of Atlantica (PRAFA) committed the 140th Special Operations Brigade into Cortina to conduct combat operations in support of CLF insurgents. PRAFA regular and reserve army divisions, brigades, and combat support units have been moving to positions along the border between Cortina and PDRA.

Cortinian counterinsurgency operations have been fragmented and ineffective due to the deteriorating economic and political situation within Cortina. Political infighting within the Cortinian government and lack of political support to the Cortinian military have caused Cortinian counterinsurgency operations to be less than effective.

After the introduction of the PRAFA brigade, Cortinian forces began to lose the ability to continue counterinsurgency operations. Since Cortinian forces could not continue these operations against the CLF and defeat the 140th Special Operations Brigade, the President of Cortina requested US military assistance.

With Secretary of Defense approval, the Commander in Chief of the Atlantic Command directed deployment of Joint Task Force (Cortina) air, land, naval, and special operations forces to Cortina to conduct peacetime contingency operations and restore stability to the region as a deterrent to PDRA aggression.

US operations are intended to restore regional stability, support Cortinian internal defense and development efforts, protect the Cortinian government from aggression by the PDRA, protect US national security interests, and demonstrate US resolve in promoting democracy.

JTF (Cortina) air, land, naval, and special operations forces conducted a rapid strategic deployment to Cortina in the past several days. US special operations forces have been operating in Cortina prior to this deployment. JTF (Cortina) plans to conduct joint operations in the operational area to destroy enemy forces. Humanitarian and civic assistance operations are planned to promote the security interests of the Cortinian government. Meanwhile, the PDRA continues to move combat units to the international border between the PRDA and Cortina.

Suggested Readings

Military Sources

AFDD 1, *Air Force Basic Doctrine.*

AFDD 2, *Organization and Employment of Aerospace Power.*

AFDD 2-4, *Combat Support.*

AFDD 2-4.1, *Force protection.*

AFDD 2-4.2, *Health Services.*

AFDD 2-4.4, *Bases, Infrastructure, and Facilities.*

AFDD 2-5, *Information Operations.*

AFDD 2-5.2, *Intelligence, Surveillance, and Reconnaissance Operations.*

AFDD 2-7, *Special Operations.*

AFDD 2-7.1, *Foreign Internal Defense.*

AFDD 2-5.3, *Psychological Operations.*

AFDD 2-8, *Command and Control.*

JP 3-07, *Joint Doctrine for Military Operations Other Than War.*

JP 3-07.1, *Joint Tactics, Techniques, and Procedures for Foreign Internal Defense.*

JP 3-07.2, *Joint Tactics, Techniques, and Procedures for Antiterrorism.*

JP 3-07.3, *Joint Tactics, Techniques, and Procedures for Peace Operations.*

JP 3-07.4, *Joint Counterdrug Operations.*

JP 3-07.5, *Joint Tactics, Techniques, and Procedures for Noncombatant Evacuation Operations.*

JP 3-07.6, *Joint Tactics, Techniques, and Procedures for Foreign Humanitarian Assistance.*

JP 3-07.7, *Joint Tactics, Techniques, and Procedures for Domestic Support Operations.*

JP 3-08, *Interagency Coordination During Joint Operations.*

JP 3-53, *Doctrine for Joint Psychological Operations.*

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Glossary

Abbreviations and Acronyms

ADCON	administrative control
AE	aeromedical evacuation
AFDD	Air Force doctrine document
AFI	Air Force Instruction
AFMETL	Air Force Mission Essential Task List
AFOSI	Air Force Office of Special Investigations
AFRC	Air Force Reserve Command
AFTL	Air Force Task List
ANG	Air National Guard
AOC	aerospace operations center
AOR	area of responsibility
AWACS	Airborne Warning and Control System
C2	command and control
CAOC	combined air operations center
CARE	Cooperative for Assistance and Relief Everywhere (CARE USA)
CFACC	combined force air component commander
CIT	combat intelligence team
CJTF	commander, joint task force
CMOC	civil-military operations center
COMAFFOR	Commander, Air Force forces
CONUS	continental United States
CTF	combined task force
DIRMOBFOR	Director of Mobility Forces
DOD	Department of Defense
FID	foreign internal defense
HA	humanitarian assistance
HCA	humanitarian and civic assistance
HUMINT	human intelligence
ICRC	International Committee of the Red Cross
IO	information operations
ISR	intelligence, surveillance, and reconnaissance
JAG	Judge Advocate General
JAOC	joint air operations center
JCS	Joint Chiefs of Staff

JFACC	joint force air component commander
JFC	joint force commander
JMETL	Joint Mission Essential Task List
JP	Joint Publication
JTF	joint task force
LOAC	laws of armed conflict
MAJCOM	major command
MOOTW	military operations other than war
NATO	North Atlantic Treaty Organization
NBC	nuclear, biological, and chemical
NCA	National Command Authorities
NCO	noncommissioned officer
NEO	noncombatant evacuation operation
NGO	nongovernmental organization
OPCON	operational control
PSYOP	psychological operations
ROE	rules of engagement
SOFA	status-of-forces agreement
SFOR	Stabilization Force
TACON	tactical control
UJTL	Universal Joint Task List
UN	United Nations
UNITAF	Unified Task Force
UNSCR	United Nations Security Council Resolution
US	United States
USAF	United States Air Force
USMC	United States Marine Corps
USMCR	United States Marine Corp Reserve
WRM	war reserve material

Definitions

administrative control. Direction or exercise of authority over subordinate or other organizations in respect to administration and support, including organization of Service forces, control of resources and equipment, personnel management, unit logistics, individual and unit training, readiness, mobilization, demobilization, discipline, and other

matters not included in the operational missions of the subordinate or other organizations. Also called **ADCON.** (JP 1-02)

aeromedical evacuation. The movement of patients under medical supervision to and between medical treatment facilities by air transportation. (JP 1-02)

area of responsibility. The geographical area associated with a combatant command within which a combatant commander has authority to plan and conduct operations. Also called **AOR.** (JP 1-02)

arms control. A concept that connotes: 1. Any plan, arrangement, or process, resting upon explicit or implicit international agreement, governing any aspect of the following: the numbers, types, and performance characteristics of weapon systems (including the command and control, logistics support arrangements, and any related intelligence-gathering mechanism); and the numerical strength, organization, equipment, deployment, or employment of the Armed Forces retained by the parties (it encompasses disarmament); and, 2. On some occasions, those measures taken for the purpose of reducing instability in the military environment. (JP 1-02)

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

combatant command (command authority). Nontransferable command authority established by Title 10 ("Armed Forces"), United States Code, section 164, exercised only by commanders of unified or specified combatant commands unless otherwise directed by the President or the Secretary of Defense. Combatant command (command authority) cannot be delegated and is the authority of a combatant commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of

military operations, joint training, and logistics necessary to accomplish the missions assigned to the command. Combatant command (command authority) should be exercised through the commanders of subordinate organizations. Normally, this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Combatant command (command authority) provides full authority to organize and employ commands and forces as the combatant commander considers necessary to accomplish assigned missions. Operational control is inherent in combatant command (command authority). Also called **COCOM.** See also operational control; tactical control. (JP 1-02)

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

command and control. The exercise of authority and direction by a properly designated commander over assigned and attached forces in the accomplishment of the mission. Command and control functions are performed through an arrangement of personnel, equipment, communications, facilities, and procedures employed by a commander in planning, directing, coordinating, and controlling forces and operations in the accomplishment of the mission. Also called **C2.** (JP 1-02)

command and control system. The facilities, equipment, communications, procedures, and personnel essential to a commander for planning, directing, and controlling operations of assigned forces pursuant to the missions assigned. (JP 1-02)

contingency. An emergency involving military forces caused by natural disasters, terrorists, subversives, or by required military operations. Due to the uncertainty of the situation, contingencies require plans, rapid response, and special procedures to ensure the safety and readiness of personnel, installations, and equipment. See also contingency contracting. (JP 1-02)

contingency contracting. Contracting performed in support of a peacetime contingency in an overseas location pursuant to the policies and procedures of the Federal Acquisition Regulatory System. See also contingency. (JP 1-02)

counterdrug. Those active measures taken to detect, monitor, and counter the production, trafficking, and use of illegal drugs. Also called **CD.** (JP 1-02)

counterdrug operations. Civil or military actions taken to reduce or eliminate illicit drug trafficking. (JP 1-02)

counterinsurgency. Those military, paramilitary, political, economic, psychological, and civic actions taken by a government to defeat insurgency. (JP 1-02)

counterproliferation. Counterproliferation refers to the activities of the Department of Defense across the full range of US efforts to combat proliferation, including diplomacy, arms control, export controls, and intelligence collection and analyses, with particular responsibility for assuring that US forces and interests can be protected should they confront an adversary armed with weapons of mass destruction or missiles. (United States Air Force Counterproliferation Master Plan)

director of mobility forces. Normally a senior officer who is familiar with the area of responsibility or joint operations area and possesses an extensive background in airlift operations. When established, the director of mobility forces serves as the designated agent for all airlift issues in the area of responsibility or joint operations area, and for other duties as directed. The director of mobility forces exercises coordinating authority between the airlift coordination cell, the air mobility element, the tanker/airlift control center, the joint movement center, and the air operations center in order to expedite the resolution of airlift problems. The director of mobility forces may be sourced from the theater's organizations, United States Transportation Command, or United States Atlantic Command. Also called **DIRMOBFOR.** (JP 1-02)

ensuring freedom of navigation. Operations conducted to demonstrate United States or international rights to navigate air or sea routes. (JP 1-02)

exclusion zone. A zone established by a sanctioning body to prohibit specific activities in a specific geographic area. The purpose may be to persuade nations or groups to modify their behavior to meet the desires of the sanctioning body or face continued imposition of sanctions, or use or threat of force. (JP 1-02)

force protection. Security program designed to protect Service members, civilian employees, family members, facilities, and equipment, in all locations and situations, accomplished through planned and integrated application of combatting terrorism, physical security, operations security, personal protective services and supported by intelligence, counterintelligence, and other security programs. (JP 1-02) Because terminology is always evolving, the Air Force believes a more precise definition is: [*Measures taken to prevent or mitigate successful hostile actions against Air Force people and resources while not directly engaged with the enemy.*] {Italicized definition in brackets applies only to the Air Force and is offered for clarity.}

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

humanitarian and civic assistance. Assistance to the local populace provided by predominantly US forces in conjunction with military operations and exercises. This assistance is specifically authorized by Title 10, United States Code, Section 401, and funded under separate authorities. Assistance provided under these provisions is limited to (1) medical, dental, and veterinary care provided in rural areas of a country; (2) construction of rudimentary surface transportation systems; (3) well drilling and construction of basic sanitation facilities; and (4) rudimentary construction and repair of public facilities. Assistance must fulfill unit training requirements that incidentally create humanitarian benefit to the local populace. See also humanitarian assistance. (JP 1-02)

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

information assurance. Information operations that protect and defend information and information systems by ensuring their availability, integrity, authentication, confidentiality, and nonrepudiation. This

includes providing for restoration of information systems by incorporating protection, detection, and reaction capabilities. Also called **IA.** (JP 1-02)

information operations. Actions taken to affect adversary information and information systems while defending one's own information and information systems. Also called **IO.** (JP 1-02) The US Air Force believes that in practice a more useful working definition is: *[Those actions taken to gain, exploit, defend or attack information and information systems and includes both information-in-warfare (IIW) and information warfare (IW).]* {Italicized definition in brackets applies only to the US Air Force and is offered for clarity.}

insurgency. An organized movement aimed at the overthrow of a constituted government through use of subversion and armed conflict. (JP 1-02)

joint force air component commander. The joint force air component commander derives authority from the joint force commander who has the authority to exercise operational control, assign missions, direct coordination among subordinate commanders, redirect and organize forces to ensure unity of effort in the accomplishment of the overall mission. The joint force commander will normally designate a joint force air component commander. The joint force air component commander's responsibilities will be assigned by the joint force commander (normally these would include, but not be limited to, planning, coordination, allocation, and tasking based on the joint force commander's apportionment decision). Using the joint force commander's guidance and authority, and in coordination with other Service component commanders and other assigned or supporting commanders, the joint force air component commander will recommend to the joint force commander apportionment of air sorties to various missions or geographic areas. Also called **JFACC.** See also joint force commander. (JP 1-02)

joint force commander. A general term applied to a combatant commander, subunified commander, or joint task force commander authorized to exercise combatant command (command authority) or operational control over a joint force. Also called **JFC.** (JP 1-02)

military operations other than war. Operations that encompass the use of military capabilities across the range of military operations short of war. These military actions can be applied to complement any

combination of the other instruments of national power and occur before, during, and after war. Also called **MOOTW.** (JP 1-02) *[An umbrella term encompassing a variety of military operations conducted by the Department of Defense that normally complement the other instruments of national power. These military operations are as diverse as providing support and assistance (when consistent with US law) in a nonthreatening environment, and conducting combat not associated with war.]* {Italicized definition in brackets applies only to the Air Force and is offered for clarity.}

military support to civil authorities. Those activities and measures taken by the Department of Defense to foster mutual assistance and support between the Department of Defense and any civil government agency in planning or preparedness for, or in the application of resources for response to, the consequences of civil emergencies or attacks, including national security emergencies. Also called **MSCA.** (JP 1-02)

National Command Authorities. The President and the Secretary of Defense or their duly deputized alternates or successors. Also called **NCA.** (JP 1-02)

nation assistance. Civil and/or military assistance rendered to a nation by foreign forces within that nation's territory during peacetime, crises or emergencies, or war based on agreements mutually concluded between nations. Nation assistance programs include, but are not limited to, security assistance, foreign internal defense, other US Code Title 10 (DOD) programs, and activities performed on a reimbursable basis by Federal agencies or international organizations. (JP 1-02)

noncombatant evacuation operations. Operations directed by the Department of State, the Department of Defense, or other appropriate authority whereby noncombatants are evacuated from foreign countries when their lives are endangered by war, civil unrest, or natural disaster to safe havens or to the United States. Also called **NEO.** (JP 1-02)

nongovernmental organizations. Transnational organizations of private citizens that maintain a consultative status with the Economic and Social Council of the United Nations. Nongovernmental organizations may be professional associations, foundations, multinational businesses, or simply groups with a common interest in humanitarian assistance activities (development and relief). "Nongovernmental organizations" is

a term normally used by non- United States organizations. Also called **NGO.** (JP 1-02)

nonlethal weapons. Weapons that are explicitly designed and primarily employed so as to incapacitate personnel or material, while minimizing fatalities, permanent injury to personnel, and undesired damage to property and the environment. 1) Unlike conventional lethal weapons that destroy their targets principally through blast, penetration and fragmentation, nonlethal weapons employ means other than gross physical destruction to prevent the target from functioning. 2) Nonlethal weapons are intended to have one, or both of the following characteristics: a. they have relatively reversible effects on personnel or material, b. they affect objects differently within their area of influence. (DOD Directive 3000.3, *Policy for Non-Lethal Weapons*, 9 July 1996)

operational control. Transferable command authority that may be exercised by commanders at any echelon at or below the level of combatant command. Operational control is inherent in combatant command (command authority). Operational control may be delegated and is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. Operational control includes authoritative direction over all aspects of military operations and joint training necessary to accomplish missions assigned to the command. Operational control should be exercised through the commanders of subordinate organizations. Normally this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Operational control normally provides full authority to organize commands and forces and to employ those forces as the commander in operational control considers necessary to accomplish assigned missions. Operational control does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training. Also called **OPCON.** See also combatant command (command authority); tactical control. (JP 1-02)

peace enforcement. Application of military force, or the threat of its use, normally pursuant to international authorization, to compel compliance with resolutions or sanctions designed to maintain or restore peace and order. See also peacekeeping; peace operations. (JP 1-02)

peacekeeping. Military operations undertaken with the consent of all major parties to a dispute, designed to monitor and facilitate implementation of an agreement (cease fire, truce, or other such agreement) and support diplomatic efforts to reach a long-term political settlement. See also peace enforcement; peace operations. (JP 1-02)

peace operations. A broad term that encompasses peacekeeping operations and peace enforcement operations conducted in support of diplomatic efforts to establish and maintain peace. See also peace enforcement; peacekeeping. (JP 1-02)

proliferation. The spread of nuclear, biological, and chemical capabilities and the missiles to deliver them. (United States Air Force Counterproliferation Master Plan)

protection of shipping. The use of proportionate force by United States warships, military aircraft, and other forces, when necessary for the protection of United States flag vessels and aircraft, United States citizens (whether embarked in United States or foreign vessels), and their property against unlawful violence. This protection may be extended (consistent with international law) to foreign flag vessels, aircraft, and persons. (JP 1-02)

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

raid. An operation, usually small scale, involving a swift penetration of hostile territory to secure information, confuse the enemy, or to destroy installations. It ends with a planned withdrawal upon completion of the assigned mission. (JP 1-02)

recovery operations. Operations conducted to search for, locate, identify, rescue, and return personnel, sensitive equipment, or items critical to national security. (JP 1-02)

redeployment. The transfer of a unit, an individual, or supplies deployed in one area to another area, or to another location within the

area, or to the zone of interior for the purpose of further employment. (JP 1-02)

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

security assistance. 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 United States provides defense articles, military training, and other defense-related services, by grant, loan, credit, or cash sales in furtherance of national policies and objectives. (JP 1-02)

show of force. An operation, designed to demonstrate United States resolve, which involves increased visibility of US deployed forces in an attempt to defuse a specific situation that, if allowed to continue, may be detrimental to United States interests or national objectives. (JP 1-02)

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

strike. An attack which is intended to inflict damage on, seize, or destroy an objective. (JP 1-02)

support to counterinsurgency. Support provided to a government in the military, paramilitary, political, economic, psychological, and civic actions it undertakes to defeat insurgency. See also support to insurgency. (JP 1-02)

support to insurgency. Support provided to an organized movement aimed at the overthrow of a constituted government through use of subversion and armed conflict. See also support to counterinsurgency. (JP 1-02)

tactical control. Command authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed and, usually, local direction and control of movements or maneuvers necessary to accomplish missions or tasks assigned. Tactical control is inherent in operational control. Tactical control may be delegated to, and exercised at any level at or below the level of combatant command. Also called **TACON.** See also combatant command (command authority); operational control. (JP 1-02)

war. Open and often prolonged conflict between nations (or organized groups within nations) to achieve national objectives. (AFDD 1)

weapons of mass destruction. In arms control usage, weapons that are capable of a high order of destruction and/or of being used in such a manner as to destroy large numbers of people. Can be nuclear, chemical, biological, and radiological weapons, but excludes the means of transporting or propelling the weapon where such means is a separable and divisible part of the weapon. Also called **WMD.** (JP 1-02)