

UNITED STATES MARINE CORPS
MARINE CORPS CIVIL-MILITARY OPERATIONS SCHOOL
WEAPONS TRAINING BATTALION
TRAINING COMMAND
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STUDENT OUTLINE

FOREIGN HUMANITARIAN ASSISTANCE

0531-116

CIVIL AFFAIRS NON-COMMISSIONED OFFICER COURSE

M02AAPD

FEBRUARY 2016

LEARNING OBJECTIVES

a. **TERMINAL LEARNING OBJECTIVE**. Given a mission, Commander's intent and country plan, support Foreign Humanitarian Assistance (FHA), to relieve or reduce the results of natural or manmade disasters or endemic conditions that might present a serious threat to life or that can result in great damage to or loss of property in accordance with MCRP 3-33.1A, Chapter 5. (CACT-EXE-2012)

b. ENABLING LEARNING OBJECTIVES

(1) Without the aid of references, define FHA, in accordance with MCRP 3-33.1C Ch 1. (CACT-EXE-2012a)

(2) Without the aid of references, identify categories of disasters, in accordance with JP 3-29, Ch 3. (CACT-EXE-2012b)

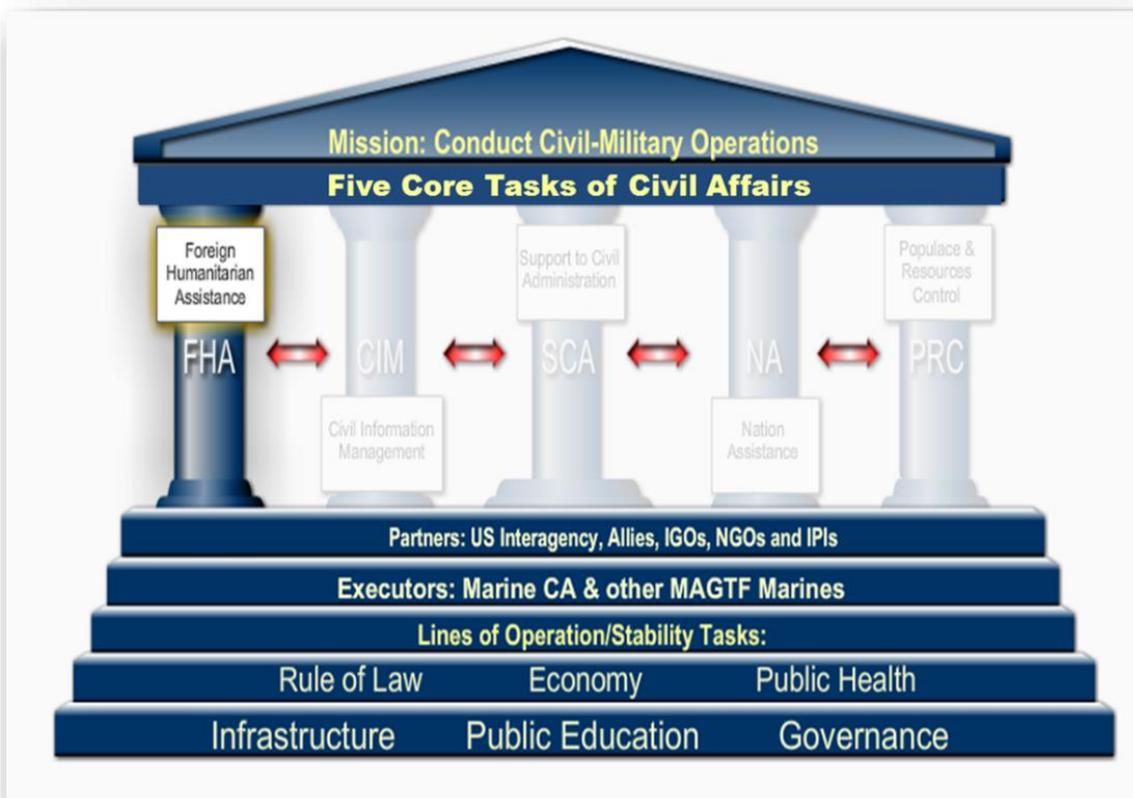
(3) Without the aid of references, identify the types of FHA operational environments, in accordance with JP 3-29, Ch 1. (CACT-EXE-2012c)

(4) Without the aid of references, identify the types of FHA, in accordance with MCRP 3-33.1C, Ch 1. (CACT-EXE-2012d)

(5) Without the aid of references, identify the types of related operations, in accordance with MCRP 3-33.1C Ch 2. (CACT-EXE-2012e)

(6) Without the aid of reference, identify elements of a successful transition/termination of FHA operations to other organizations, in accordance with MCRP 3-33.1C, Ch 5. (CACT-EXE-2012f)

1. **FOREIGN HUMANITARIAN ASSISTANCE.** Foreign Humanitarian Assistance (FHA) activities conducted by United States (U.S.) Armed Forces range from steady-state program activities supporting Geographic Combatant Commanders (GCC) security cooperation and related programs to conducting limited contingency operations in support of another United States Government (USG) department or agency. FHA activities include foreign disaster relief (FDR) and other activities that directly address a humanitarian need. FHA operations can be supported by other activities conducted by U.S. military forces or they may be conducted concurrently with other types of related operations and activities such as dislocated civilian support, security operations, and foreign consequence management (FCM). FHA operations (including FDR operations) are normally conducted in support of the United States Agency for International Development (USAID) or the Department of State (DoS). FHA provided by U.S. forces is limited in scope and duration. The FHA provided by the Department of Defense (DoD) is designed to supplement or complement the efforts of the Host Nation (HN) that has primary responsibility for providing the assistance; and may support other USG departments or agencies. Although U.S. military forces are organized, trained, and equipped to conduct military operations that defend and protect U.S. national interests, their inherent, unique capabilities may be



used to conduct FHA activities.

a. **Definition.** FHA is defined as DoD activities conducted outside the U.S. and its territories to directly relieve or reduce human suffering, disease, hunger, or privation.

b. **Categories of Disasters.** Before responding to a request for FHA, MAGTF planners, working closely with Civil Affairs (CA) Marines must understand the operational environment. Important elements of the operational environment to consider when executing a FHA mission include the type of disaster involved, underlying causes, the security environment and the system of international relief already at work in the affected nation. There are three categories of disasters, **slow onset, rapid onset, and complex onset.**

(1) Slow Onset. These emergencies are characterized by the gradual decay of order over relatively long periods of time. They might be caused by events such as crop failures due to drought, the spread of agricultural diseases, or a deteriorating social or political situation that leads to conflict.

(2) Rapid Onset. These emergencies are usually the result of sudden, natural events such as hurricanes, typhoons, floods, tsunamis, earthquakes, or volcanic eruptions. They may also be caused by accidental or human related catastrophes such as civil conflict, acts of terrorism, sabotage, or industrial accidents.

(3) Complex Onset

(a) The United Nations (UN) defines a complex emergency as a humanitarian crisis in a country, region, or society where there is a total or considerable breakdown of authority resulting from internal or external conflict and which requires an international response that goes beyond the mandate or capacity of any single agency and/or the ongoing UN country program already in place.

(b) USAID defines a complex emergency as a natural or manmade disaster with economic, social, and political dimensions. It is a profound social crisis in which a large number of people die and suffer from war, disease, hunger, or displacement owing to manmade or natural disasters, while others may benefit from it. Common characteristics of a complex emergency include the following:

1. Number of civilian casualties and populations besieged or displaced.

2. Serious political or conflict-related impediments to delivery of assistance.

3. Inability of people to pursue normal social, political, or economic activities.

4. High security risks for relief workers. This includes all parties concerned: Host nation (HN) workers, NGOs, IGOs and DoD assets committed to relief efforts.

5. International and cross-border operations affected by political differences.

2. **MAGTF SUPPORT TO FHA.** FHA support is planned and executed by the Marine Air-Ground Task Force (MAGTF) at all levels (Marine Expeditionary Unit, Marine Expeditionary Brigade, Marine Expeditionary Force). Regardless of peacetime or war, CA Marines will participate in FHA related activities throughout the range of military operations (ROMO). Several key ways in which the MAGTF supports FHA include providing security, conducting assessments, transport of material and people, construction of dislocated civilian (DC) camps, providing food and medical care and the construction of basic sanitation facilities.

3. **FHA OPERATIONAL ENVIRONMENTS.** When abroad, CA Marines must recognize three broad categories of operational environments in which FHA will take place.

a. **Permissive.** Host country military and law enforcement agencies have control and the intent and capability to assist FHA operations. A permissive environment is usually associated with pure relief efforts following a natural disaster. Little or no resistance to military forces is expected.

b. **Uncertain.** Host government forces, whether opposed or receptive to operations, do not have totally effective control of the territory and population within the intended area of operations. Some resistance to military forces should be expected.

c. **Hostile.** Hostile forces have control, intent and capability to effectively oppose or react to operations. Strong resistance to military forces is to be expected; forces

conducting FHA must be prepared to engage a full range of force protection contingencies.

4. FHA RESPONSIBILITIES AND ROLES

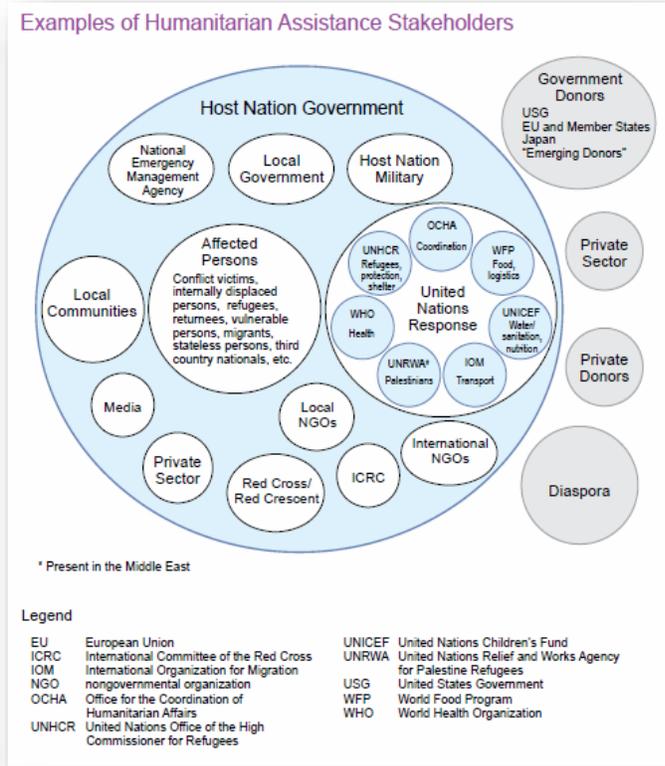
a. Responsibilities. FHA programs are normally the responsibility of the HN's civil authorities. In many instances, countries that were already on the verge of collapse (fragile states) suffer massive damage through either man-made or natural events. This added burden may result in the host nation's inability to deal effectively with the crisis. As a CA Marine, you must be able to work with intergovernmental organizations (IGOs), non-governmental organizations (NGOs), and members of other USG agencies (interagency partners).

b. Roles of Other Organizations in FDR. During FDR operations, the MAGTF will find itself increasingly operating with, or through, other organizations such as IGOs and NGOs. Most likely, Marines will encounter members of the UN Office for Coordination of Humanitarian Affairs (UNOCHA) or the UN High Commissioner for Refugees (UNHCR). The United Nations will have the overall international lead for FDR operations. Much like a Disaster Assistance Response Team (DART) from USAID, the UN will also have teams on the ground known as UN Disaster Assessment and Coordination (UNDAC) teams. UNOCHA will establish a UN Joint Coordination Center (UNJCC) and/or a UN Joint Logistics Center (UNJLC) to aid and assist the multitude of IGOs/NGOs and the militaries of those nations that offer to participate in the response. Since much of what the MAGTF has to offer during FDR operations involves logistical support, it is imperative that CMO Planners seek out the logistics planners affiliated with the UN agencies involved.

5. UNIFIED ACTION

a. Unified action is the synchronization, coordination, and/or integration of the activities of governmental, nongovernmental, and international entities with military operations to achieve unity of effort. Unity of effort is the coordination and cooperation towards common objectives, even if the participants are not necessarily part of the same command or organization, which is the product of successful unified action. Unity of effort in an operation ensures all means are directed to a common purpose. During FHA operations unity of command may not be possible, but the requirements for unity of effort becomes paramount.

b. Because DoD will normally be in a supporting role during FHA contingency operations the Joint Force Commander (JFC) may not be responsible for determining the mission or specifying the participating agencies. Obstacles to unified action include differing objectives and modes of operation, competing missions, inadequate structure and procedures, incompatible communications, overly restrictive security classifications, cultural differences, and bureaucratic and personnel limitations. DoD forces will work with actors outside the USG to include the HN, IGOs, NGOs and the private sector. The tenets of multinational unity of effort (i.e., respect, rapport, knowledge of partners, patience, and coordination) applied during a FHA mission cannot guarantee success; however, ignoring them may lead to mission failure.



6. TYPES of FHA PROGRAMS

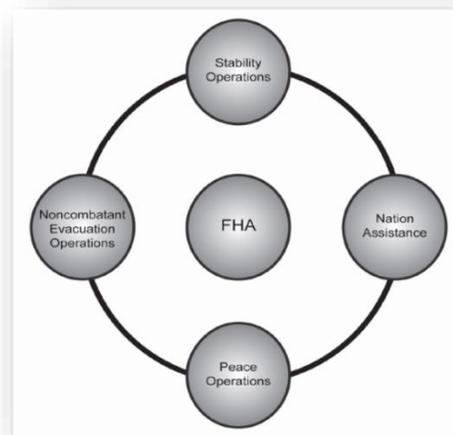
a. **Disaster Relief Missions.** Disaster relief missions are provided for under DoD Directive (DODD) 5100.46 *Foreign Disaster Relief*. These missions include prompt aid that can be used to alleviate the suffering of disaster victims. Distribution of relief supplies has traditionally been the domain of NGOs and IGOs because of their charters, expertise, and experience. However, if the relief community is overwhelmed, or if the security situation precludes it, U.S. military forces may be tasked to distribute these supplies. Potential relief roles for the U.S. forces include immediate response to prevent loss of life and destruction of property, construction of basic sanitation facilities and shelters, and provision of food and medical care. The DoD normally supports the efforts of the HN, USAID, NGOs and IGOs during FDR operations.

b. **Technical Assistance and Support Functions.** Technical assistance and support functions are short-term tasks that generally include communication restoration, relief supply management, and provision of emergency medical care, humanitarian demining, and high-priority relief supply delivery. Based upon the GCCs guidance, the FHA force commander should establish policy regarding technical advice and assistance to the affected country, United Nations (UN), NGOs, and IGOs as soon as possible.

c. **Foreign Consequence Management Operations.** Foreign Consequence Management (FCM) is defined as the assistance provided by the USG to a HN to mitigate the effects of a deliberate or inadvertent chemical, biological, radiological, nuclear, or high-yield explosives attack or event and restore essential government services. Primary responsibility for FCM rests with the HN, unless otherwise stipulated under relevant international agreements or arrangements. CA roles in FCM include:

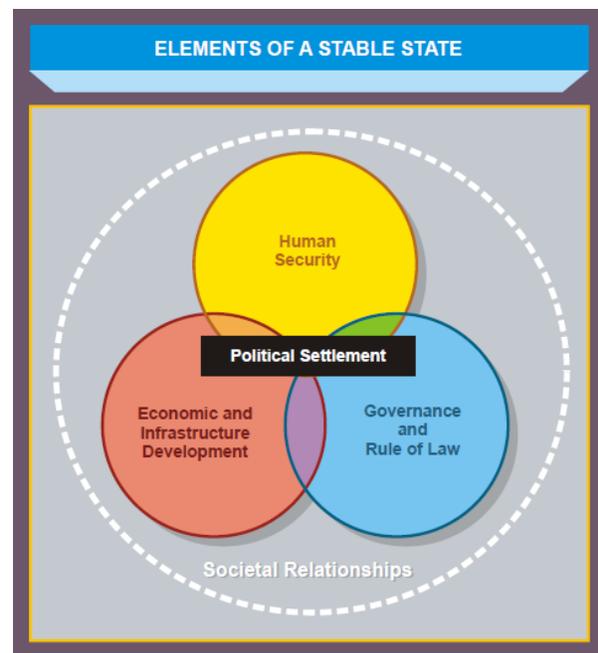
- (1) Assisting with the restoration of essential HN government services.
- (2) Assisting with the protection of HN public health and safety.
- (3) Assisting with the provision of emergency relief to HN government, businesses, and individuals.
- (4) Identifying and assessing the threat posed by hazardous material.
- (5) Provide consultation to HN decision makers.

7. **RELATED OPERATIONS.** Although FHA operations may be executed simultaneously with other types of operations [Stability operations, Nation Assistance (NA), Peace operations (PO), and Non-Combatant Evacuation operations (NEO)] each type has unique characteristics. Military commanders must be cautious not to commit their forces to projects and tasks that go beyond the FHA mission. Military commanders conducting FHA



simultaneously with these other types of operations must develop end state, transition, and termination objectives, as well as measures of effectiveness (MOEs) complementary to simultaneous military operations. While Nation Assistance and Non-Combatant Evacuation Operations will be discussed in their stand-alone classes, Stability Operations and Peace Operations will be discussed below.

a. **Stability Operations**. The DoD has learned through the difficult experiences of both Iraq and Afghanistan that success is not only defined in military terms; it also involves rebuilding infrastructure, supporting economic development, establishing the rule of law, building accountable governance, establishing essential services, and building a capable host nation (HN) security apparatus responsible to civilian authority. These are the elements of a stable state. The DoS is charged with responsibility for leading a whole-of-government approach to stabilization that includes the array of USG departments and agencies, including DoD and component Services and agencies. Within this broad approach, the primary military contribution to stabilization is to protect and defend the population, facilitating the personal security of the people and, thus, creating a platform for political, economic, and human security.



(1) **Missions, Tasks, and Activities of Stability Operations**. The missions, tasks, and activities that make up stability operations fall into three broad categories: initial response activities, transformational activities, and sustainment activities.

1. Initial response activities aim to provide a safe, secure environment and attend to the immediate humanitarian needs of a population.

2. Transformational activities are generally a broad range of security, reconstruction, and capacity building efforts.

3. Activities that foster sustainability encompass long-term efforts that capitalize on capacity building and reconstruction activities to establish conditions that enable sustainable development.

(2) **Stability Operations Across the ROMO.** During major operations and campaigns, stability operations are particularly emphasized following the achievement of major combat objectives. However, major operation and campaign plans must feature an appropriate balance between offensive, defensive, and stability operations in all phases. During crisis response and limited contingency operations, the balance of stability and combat operations varies widely with the circumstances. Many crisis response and limited contingency operations, such as foreign humanitarian assistance (FHA), may not require combat. Others, such as strikes and raids, may not require stability operations. Still others, such as counterinsurgency, will require a delicate balance of offense, defense, and stability operations throughout the operation.

b. **Peace Operations.** PO encompass multiagency and multinational crisis response and limited contingency operations involving all instruments of national power with military missions to contain conflict, redress the peace, and shape the environment to support reconciliation and rebuilding and facilitate the transition to legitimate governance. PO includes five types of operations. The military objective in these operations is to create the conditions for other diplomatic, economic, and humanitarian activities to achieve the political objective stated in the mandate and to transition from involvement.

(1) **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.

(2) **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.

(3) Peace Building. Stability actions, predominately diplomatic and economic, that strengthen and rebuild governmental infrastructure and institutions in order to avoid a relapse into conflict.

(4) Peace Making. The process of diplomacy, mediation, negotiation, or other forms of peaceful settlements that arranges an end to a dispute and resolves issues that led to it.

(5) Conflict Prevention. A peace operation employing complementary diplomatic, civil, and, when necessary, military means, to monitor and identify the causes of conflict, and take timely action to prevent the occurrence, escalation, or resumption of hostilities.



8. FHA PLANNING CONSIDERATIONS

a. Supporting the MAGTF Commander. In order to fully support the MAGTF Commander, CA Marines must be prepared to conduct a number of tasks that will allow the commander and his staff the ability to plan and conduct reactive or proactive FHA operations. These tasks will include:

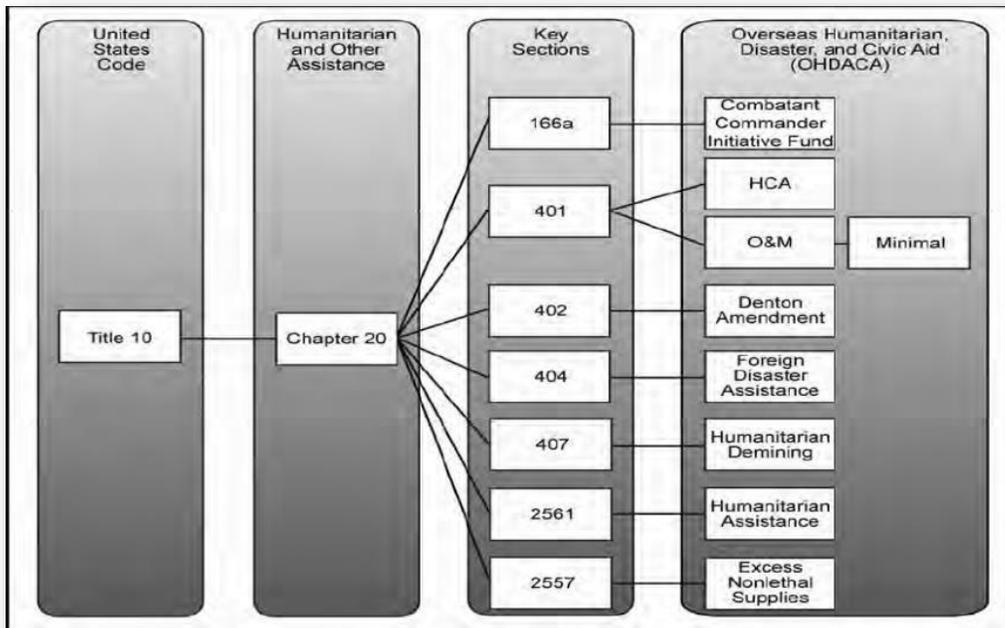
- (1) Assessments that determine the scope of the problem.
- (2) Data collection (via civil reconnaissance).

(3) Close liaison with the interagency, NGOs, IGOs and HN civil authorities. This provides the commander with knowledge of organizations on the scene, what capabilities they provide, and recommendations to achieve a unity of effort.

(4) Determine appropriate sources of funding.

9. **LEGAL SOURCES OF FUNDING**

a. **FHA Sources**. Every FHA operation is unique. Because FHA can be conducted as either a part of a larger operation or as the sole mission, CA Marines must be familiar with how to utilize or apply these resources to support the commanders CMO objectives. Funding for FHA may originate from within the DoD, DoS, or other governmental organizations (OGAs) as appropriated by Congress. Sections of Title 10, United States Code (USC) provide the authority for commanders to conduct humanitarian operations. However, foreign aid and Security Assistance programs are the primary responsibility of the DoS (Title 22, USC). The President may direct DoD, through the Secretary of Defense, to respond to man-made or natural disasters with concurrence of the Department of State.



b. **Key Provisions of Title 10 USC** (Regarding FHA Authorities and Funding):

(1) Section 166a, Title 10, United States Code (10 USC 166a). *Combatant Commands: Funding through the Joint Chiefs of Staff*, is the Combatant Commander's Initiative Fund. The Chairman of the Joint Chiefs of Staff (CJCS) may provide funds to the Combatant Commander (CCDR), upon request of the commander, or with respect to a geographic area or areas not within the AOR of a combatant command. This section provides CCDRs a great deal of legal flexibility to conduct activities that include:

- (a) Contingencies
- (b) Joint exercises
- (c) HCA to include urgent and unanticipated humanitarian relief and reconstruction assistance
- (d) Joint warfighting capabilities
- (e) Selected operations

(2) Section 401, Title 10 (10 USC 401). Known as the Stevens Amendment, this section establishes guidelines for worldwide Humanitarian and Civic Assistance activities (HCA). This section provides specific authority to use operations and maintenance funds (O&M) to conduct HCA during overseas exercises directed or coordinated through the Joint Chiefs of Staff. HCA programs are administered by the geographic CCDR. The goal of the program is to promote regional security objectives by providing basic HCA. Deploying units usually use generic O&M which pay for day-to-day expenses related to training, exercises, and other missions. Funds appropriated for O&M may be obligated for HCA only for incidental costs of carrying out such assistance. This is also known as "Minimal HCA".

(3) Section 402, Title 10 (10 USC 402). Known as The Denton Amendment, this section is the only legal means for U.S. military aircraft and ocean going vessels to transport private cargo (usually from NGOs) at no cost to the provider of the humanitarian supplies. It authorizes DoD to provide transportation throughout the world, as space is available.

(4) Section 407, Title 10 (10 USC 407). Section 407 Provides funding for Humanitarian Mine Action. Mine risk education, demining training, victim assistance, and assistance to host nation (HN) mine action center development are tenets of this authorization. In addition to work within the HN, the

Defense Security Cooperation Agency (DSCA) funds the Humanitarian Demining Training Center in Ft. Leonard Wood, MO.

(5) Section 2557, Title 10 (10 USC 2557). Makes available excess *non-lethal* DoD property to foreign recipients. The property must be transferred to the DoS for distribution within the country in need. Items such as heavy equipment, ambulances, fire trucks, school furniture, medical equipment, tools, generators and engineering supplies are examples of non-lethal property.

(6) Section 2561, Title 10 (10 USC 2561). Section 2561 authorizes use of funds for transportation of humanitarian relief and for other humanitarian purposes worldwide. The statute does not define "other" humanitarian purposes worldwide. This allows the DoD to carry out broader, more extensive HA projects.

(7) Overseas Humanitarian Disaster and Civic Aid (OHDACA) Funds. In an attempt to bring order to the scattered sources of funding for military humanitarian programs, Congress established OHDACA to appropriate funds into one account. OHDACA funds are used for all DoD FHA and mine awareness activities that fall under sections 2561 and 401. While the law specifically lists HCA and disaster relief (section 401) activities as appropriate uses for the fund, OHDACA funds are mostly used to pay for Section 2561 activities. OHDACA funds are managed by the Defense Security Cooperation Agency (DSCA).

10. TRANSITION

a. CMO tasks can be transitioned to follow-on agencies such as CA units, other military units, HN assets, UN organizations, IGOs, NGOs, and other civilian agencies. This step is the CA forces' direct contribution to a sustainable solution. The elements of a successful transition must be DURABLE and SUSTAINABLE. For each task and/or project a transition of authority or relief-in-place should take place with the follow-on forces or organizations to promote a successful transition.

b. Termination of FHA operations must be considered at the outset of planning and should be coordinated with the HN, UN, other IGOs, NGOs, and the interagency. Bear in mind that the end-state envisioned by the military commander may differ from the end-state envisioned by the other participants. Because FHA is largely a civilian endeavor, with the military in a supporting role, the termination of U.S. or multi-national

military FHA operations will not necessarily coincide with the termination of international relief efforts. Normally, military forces operate in the initial stages of disaster relief to fill immediate gaps in assistance; military objectives will be to enable civilian control of disaster relief efforts (HN, international, interagency).

c. The transition of humanitarian efforts to HN authorities will not occur by default. Planning of FHA must involve extensive international and interagency coordination from the very beginning in order to ensure a successful transition. The goal is to transition ownership thus allowing for the timely redeployment of the joint force (of which you will play a vital role). MOEs, definition of end-state, transition, and termination planning should all reflect this goal. Finally, the proper use of civil information management (CIM), i.e. tracking key leader engagement, accounting of funds, updating of project status, and lists of trustworthy contractors will prove invaluable in completing a transition. Through CIM, you will provide the follow on organization with the context and reference materials they will need to continue working towards the agreed upon end-state.

REFERENCES :

JP 3-29 Foreign Humanitarian Assistance
JP 3-07 Stability Operations
JP 3-07.3 Peace Operations
MCRP 3-33.1 MAGTF CMO
Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief. The Oslo Guidelines: November 2007

