MIC Coalition Building Handbook

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MIC COALITION BUILDING HANDBOOK

PREFACE

The MIC Coalition Building Handbook provides guidelines in facilitating the creation and building of a coalition force and in assisting a designated Coalition Lead Nation (LN) in the process of coalition building. Preliminary coordination between participating member nations involves identifying a situation or situations and sharing all available information at the strategic national level. This information is shared between nations in order to determine if there is a need for action and, if action is required, to reach consensus on what action participating nations will or will not take. If the decision is made to take action, nations participating in the actions are identified at this time. Other nations may be added and integrated into the coalition at a later date. In crisis and contingency operations, the success of coalition/multinational operations is dependent on effective communication being established and maintained between coalition partners and the LN. The establishment of a single web based information portal on the operational CWAN is an important information sharing capability. All relevant information on operations will be approved and passed through this information portal. Types of information passed over the CWAN may include:

- Commander's estimate or initial assessment of situation.
- Overall mission statement and supporting operations plans.
- Intelligence summaries and reports of the battlespace.
- Deployment schedules and associated updates.
- Rules of Engagement (ROEs) for coalition forces participating in the operations.
- Commander's Critical Information Requirements (CCIRs).
- Commander's updated assessments of the current situation and his/her short term and long term intentions.

Information Sharing may include but is not limited to the following data elements: national ROEs and how these constrain or are exceptions to coalition ROEs, logistics deployment schedules identifying ports of disembarkation, sustainability information, current tasking and status of national elements, and mission capabilities and roles of forces available to the operations.

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GUIDELINES

PART 1 – INTRODUCTION

1**. Purpose.** These guidelines are designed to facilitate the creation and assembly of a coalition force. They are confined to military-strategic level considerations and are intended to assist a designated Coalition Lead Nation (LN) in the process of coalition building.

2. Background. A coalition is an *ad hoc* arrangement between two or more nations for a common purpose. Coalition actions are normally outside the bounds of formal alliances, usually established for a single event, or for longer cooperation in a narrow sector of common interest. The formation and execution of a coalition is compounded and complicated by the political, military and cultural diversity of the participating nations as well as differences in military capabilities and resources. Consensus is necessary but difficult to achieve. Reaching consensus in coalition building begins at the strategic level. The development of a coalition is based on a clear understanding of mutual requirements, needs, national policies and intents. Coalition building activities require a mechanism for the exchange of detailed information regarding the capabilities of each partner and the willingness and/or ability of each to commit resources to the coalition.

3. These guidelines will provide the potential LN with the information and guidelines needed to understand the capabilities that each nations is committing to the coalition and provides the Troop Contributing Nations (TCN) an understanding of how they fit into the coalition's infrastructure.

PART 2 - INFORMATION SOUGHT FROM TCN

1. The following are key information requirements for a LN in determining the parameters that will define TCN involvement in a coalition force.

2. TCN Force Contribution:

    a.   What type of troops will be contributed by TCN? (Combat forces, combat support forces, logistic forces, observers, civilian police, and/or civilian monitors?)

    b.   What size force is TCN planning to commit?

    c.   For how long are forces committed?

    d.   What national rotation policy for troops will be followed?

    e.   Will TCN contribute to a transition force?

    f.   What capstone doctrine does the TCN operate under?

    g.   Are TCN forces provided be high or low-tech forces?

    h.   What skill-specific training does TCN troops require before joining the Coalition?

    i.   What levels/types of technical assistance will the TCN require to be interoperable with the LN and other TCN?

    j.   Where does the TCN troops' expertise lie? Does TCN have niche specialties?

    k.   Does the TCN have a warfighting approach?

l. What are the professional standards employed by its junior and senior leadership?

m. What levels of force preparation will be required in or out of theatre before troops are committed to the coalition?

n. What degree of acclimatization is required by troops before entering the theatre?

3. Logistics:

   a. When will the TCN's forces be available for deployment?
   b. Will it require strategic lift support to get its forces into/out of theatre?
   c. What is the level of logistic standardization and interoperability between the TCN and LN?
   d. What are its major logistic limitations/shortfalls and what assistance will it be seeking?
   e. Does its contingent have the capacity to self- administer during deployment into theatre?
   f. Can it meet the designated operational viability period (OVP) for the operation upon arrival? (that is, for how long can it be self-sufficient after arrival)
   g. Can it provide for its own unique organic support requirements?
   h. Can it contribute logistics support?
   i. Has it the capacity/interest in being the functional lead nation for logistics?
   j. Will the TCN authorize the LN to negotiate for Host Nation Support on its behalf?
   k. Will Acquisition Cross Servicing Agreements (ACSA) and Implementing Arrangements (IA) be necessary?

4. C4ISR:

   a. What C2 doctrine does the TCN normally use?
   b. Is it willing to work under the LN's C2 doctrine?
   c. Does it understand and accept the likely command relationship, which will place its contingent under the "operational control" of the Coalition Force Commander?
   d. At what point will the TCN be comfortable with the Transfer of Authority (TOA) of the contingent to under control of the designated coalition commander?
   e. Is it comfortable with the planned Coalition HQ structure?
   f. What staff contribution will it wish to make to the Coalition HQ?
   g. Does it have the capacity or national intent to fill senior coalition command positions such as Deputy Command and/or formation command of other TCN elements?
   h. Does it speak the same language as the LN, or is it able to provide sufficient Liaison Officers (LO) and linguists who can speak the LN's language?
   i. What is its in-theatre National Command Headquarters intentions/arrangements?
   j. Does it have the capacity to provide LOs at all levels within the LN framework?
   k. Can it provide a Planning Liaison Cell immediately to the coalition planning process?
   l. Will it agree to the connection of its national network to the CWAN? Is it accredited to do so? Will the LN's major allies accept intelligence exchange with the TCN through the coalition framework?
   m. What CIS capacity/technology does it have? Is it compatible with the LN? Will it require augmentation? Does it have the technological and skills capability/capacity to act as the coalition network manager?
   n. Do TCN forces have/require reachback to the TCN?

     o. Can the TCN provide qualified 24 x 7 network management and system administration support to support its own network interface into the CWAN?

     p. Will it function in an EMP environment?

5. Legal:

     a. Does the TCN understand the legal basis for the operation, particularly with regard to what laws are applicable?

     b. Does the TCN agree that it will, where applicable, contribute on a consensual basis to the development of an appropriate Status of Forces Agreement (SOFA) which is legally sound and sustainable under international law?

     c. Does it understand that its forces will have no overall immunity under the law?

     d. Does it agree that the LN will develop Coalition Force ROE and that the TCN will, in addition to its own national ROE, develop supporting Coalition Force ROE?

6. Cultural Factors.

     a. What language does the TCN speak?

     b. Will it need interpreters?

     c. What language will its LOs speak?

     d. What cultural barriers exist in establishing harmonious relationship with other coalition partners?

     e. Are there any specific nutritional standards/constraints?

PART 3 – INFORMATION PROVIDED TO TCN

1. The following outlines information/guidelines which LN should consider providing to potential TCN to allow timely and informed parallel planning.

2. The guidelines would be presented in five parts as follows:

    a.   General Information
        (1) General Overview
        (2) Physical Environment
        (3) Support Environment
        (4) TCN Support Responsibilities
    b.   Preparation of Military Units
    c.   Preparation of Personnel
    d.   Administrative Matter
    e.   Command and Control

GENERAL INFORMATION

General Overview

1. This section would contain a description of the mandate and resolution (if under the auspices of the UN), and what the force is authorized to do.

Physical Environment

2. This section would provide a brief description of the operating environment, including geography, climate, infrastructure, population distribution, ethnicity, culture, politics and economy.

Support Environment

3. This section would describe the support/logistic apparatus for the operation including a description of the planned distribution of personnel, stores and equipment into and throughout the area of operations. It would also include detail where applicable on the location, capacity and functioning of the:

    a. Intermediate Staging Base (ISB)
    b. Forward Mounting Base (FMB)
    c. Air Port of Debarkation (APOD)
    d. Sea Port of Debarkation (SPOD)
    e. Force Logistic Support Group (FLSG)
    f. National Support Elements (NSE)
    g. Force Preparation Unit (FPU) if established.
    h. Combined Movement Coordination Center.

TCN Support Responsibilities

4. This section will provide guidance as to what is administratively and logistically expected of TCNs and will include the following:

    a. To what level the TCN must be administratively self contained on arrival at the FMB (e.g. arrive self sufficient for 28 days with 7 days stocks held in theatre and 21 days stocks prepositioned at the FMB).
    b. Preferred method of stores/equipment packaging for deployment. (E.g. ISO containers).
    c. The expectation that TCN will provide their own organic and/or unique support requirements.
    d. Detail of the provision of common support requirements by force elements. From where and how? (Host nation; contractors, LN).
    e. The expectation that TCN will contribute National Support Elements (NSE) commensurate with the size and structure of their national contribution to the Coalition.

PREPARATION OF MILITARY UNITS

1. This part will provide guidance on what is expected of TCN military units. It will confirm the working language to be used.

Personal Equipment

2. This section will list what basic personal equipment is mandatory. It will request TCN advise where there are shortfalls to allow alternative arrangements to be made.

Weapons

3. Personal and organic support weapon requirements will be listed, together with ammunition requirements.   Ammunition shortfalls will be sought.

Communications

4. This section will broadly outline communications arrangements and expectations of TCN.   It will advise that national rear link and welfare communications will be a TCN responsibility. It will also detail the frequency ranges and cryptographic requirements of communication equipment.

Logistics

5. This section will outline the logistic support concept. It will outline logistic support constraints and necessary levels of self – sufficiency. It will detail the second and third line logistic support arrangements.

Contingent Equipment Requirements

6. This section will provide a list of additional stores and equipment that should accompany each TCN contingent. (generators, refrigeration, tentage, special equipment, office furniture, etc)

Medical

7. This section outlines the force health support arrangements and the levels of integral health support that each TCN is expected to provide organically. It will also outline basic health countermeasure requirements (inoculations) and casualty evacuation arrangements.

PREPARATION OF PERSONNEL

1. Preparation of personnel in the home country is the responsibility of the TCN. It would be the expectation of the LN that participating troops would be competent in basic soldier skills and that emphasis would be on developing the additional skills required for participation in combined force activities in unfamiliar territory.

2. Predeployment Training. If a Force Preparation Unit is established this section would list the objectives and arrangements for the training and an awareness brief on the area in which the training was to be conducted. The requirement for this training may vary depending upon the professionalism and capability of the TCN contingent.

3. Personal Identification.   The need for national ID cards would be confirmed.

4. Medical Preparation. Immunization details and required medical standard of personnel will be outlined.

5. Pay and Allowances. Normally a national responsibility, with the LN responsible for facilitating money exchanges.

6. Clothing. Lists minimum numbers of uniforms required.

ADMINISTRATIVE MATTERS

Deployment

1. This section will outline strategic movement and deployment arrangements.

2. Load Lists. This will request TCN provide load lists for personnel and stores for strategic movement to the FMB.

Rotation

3. This section explains the force policy on rotation, it normally being in accordance with national priorities but cognizant of operational imperatives.

Finance

4. This section outlines the requirement to capture costs for subsequent cost recovery. Reimbursement policies are described. Generally the cost of deployment, rotation and recovery of TCN forces will remain the responsibility of the individual TCN.

Discipline/Jurisdiction

5. Discipline will normally be a national responsibility through the TCN National Contingent Commander.

Customs and Quarantine

6. TCN will be advised here of the specific restrictions that will be imposed upon the importation of goods into the host or staging countries.

Facilities

7. This section will outline the availability of accommodation, storage and HQ facilities for each TCN and associated engineering support at the FMB, FOB, FPU and in the assigned area in-theatre.

Canteens

8. Canteen arrangements will be described.

Mail

9. Mail arrangements will be described.

COMMAND AND CONTROL

1. This part will outline the proposed C2 arrangements, which would apply both strategically and within Theatre. It would include the following:

    a.   The proposed strategic C2 architecture for the operation.

    b.   The proposed theatre/operational C2 architecture. (Parallel, Integrated, or Lead Nation?).

    c.   The expectation/preference that TCN contingents will be assigned under Operational Control of the Coalition Commander.

    d.   The proposed level of staff integration.

    e.   National Component headquarters expectations.

    f.   Coalition Commander and Deputy Commander nominations/appointees if known.

    g.   Potential Functional Leads (e.g. Functional Lead Nation for Logistics)

    h.   SOP standardization suggestions (Lead Nation, or development of coalition SOP)

    i.   Liaison Team exchange expectations.

    j.   CWAN network management and systems administration technical control hierarchy including installation management and trouble reporting and resolution procedures.

MULTINATIONAL INTEROPERABILITY COUNCIL

COALITION BUILDING HANDBOOK

ABBREVIATIONS AND ACRONYMS

A
ACSA	Acquisition Cross Serving Agreements
AD	Air Defense
AOO	Area of Operations
APOD	Air Port of Debarkation

B

C

C2	Command and Control
C3	Command, Control, and Communications
C4	Command, Control, Communications, and Computers
CCEB	Combined Communications-Electronics Board
CCIRs	Commander's Critical Information Requirements
CIS	Common Item Support; Communications Interface Shelter
COE	Common Operating Environment
COIs	Communities of Interest
CONOPS	Concept of Operations
COTS	Commercial Off-The-Shelf
CWAN	Combined Wide Area Network

D

DPP	Doctrine/Plans/Procedures

E

ECM	Electromagnetic Countermeasures
EMP	Electromagnetic Purse
EP	Electronic Protection; Execution Planning
ESM	Electronic Warfare Support Measures; Electronic Surveillance Measures
EW	Electronic Warfare
E-Mail	Electronic Mail

F

FE   Force Element
FLSG   Force Logistic Support Group
FMB   Forward Mounting Base
FPU   Force Preparation Unit

G

GOTS   Government Off-The-Shelf

H

HQ   Headquarters

I

IA   Implementing Arrangements
ID   Identification
IED   Improvised Explosive Device
IERs   Information Exchange Requirements
IS   Information Sharing
ISB   Intermediate Staging Base

J

JTFs   Joint Task Forces

K

L

LN   Lead Nation
LO   Liaison Officer

M

MIC   Multinational Interoperability Council
MIWG   Multinational Interoperability Working Group
MSAB   Multinational Security Accreditation Board

N

NBC   Nuclear, Biological, Chemical
NSE   National Support Elements

O

OOB   Order of Battle
OVP   Operational Viability Period

P

POL   Petroleum, Oils, and Lubricants

Q

R

RFIs   Requests for Information
ROEs   Rules of Engagement

S

SOFA   Status of Forces Agreement
SOP   Standard Operating Procedure
SPOD   Sea Port of Debarkation

T

TCN   Troop Contributing Nation
TOA   Transfer of Authority
TTP   Tactics, Techniques, and Procedures

U

UN   United Nations

V

W

WMD   Weapons of Mass Destruction

X

Y

Z