

TRADOC Information Pamphlet



# FM 3-07 Stability Operations



U.S. Army Training and Doctrine Command

***Victory Starts Here!***

## Foreword

We live in a society where peace is considered normal and war is an aberration. Not so for other parts of the world, where conflict is a normal state of affairs and peace is an aberration. But we can't isolate ourselves from these global conditions because we depend on other parts of the world for economic, cultural, and governmental development. Our national security is inextricably linked to global security, and global security depends on the employment of the other elements of our national power, not just the military. Only a whole-of-government approach ensures that decisive and lasting results are achieved.

Today, we have a global security challenge. We have military operations from irregular warfare to major combat operations from South America through the Middle East into Asia. The whole-of-government approach doesn't work unless the military establishes the security environment, which allows the other elements of national power (diplomatic, information, and economic) to develop. Stability operations are vital to our national success.

If the Army is to sustain readiness and maintain relevance, we must adapt to meet the challenges of an ever-changing, complex operational environment. We must develop quality Soldiers and adaptive leaders capable of operating effectively in conditions of uncertainty. That starts with each Soldier's internalizing the concepts of FM 3-07. This doctrine will make stability operations a more conscious portion of that which a Soldier prepares for and executes in the future by institutionalizing the recognition that stability operations are part of operations, regardless of where we operate along the spectrum of conflict.

We have incredible young men and women who wear the Army uniform who are capable of doing some very remarkable things – not only because of the training they receive but because they know what right looks like and because they grew up in a society that functions. When they go into a neighborhood, seven thousand miles from home, and the trash is strewn from one block to another, the sewage-treatment plant isn't working, electricity is intermittent, and there are no schools or functioning local government, they do things to try and make it right. These Soldiers fully understand that simultaneous offense, defense and stability operations are critical in securing a lasting peace.

Gen. William S. Wallace  
Commanding General  
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## What Are Stability Operations And Why Are They Important?

In modern warfare, it is less likely that military forces will converge on an open area as a “battlefield.” Military forces now operate in urban areas among the people of the world in engagements that mean success or failure as major battles. Military forces also recognize “state-building,” or stability operations, as a principle of war, where it is just as important to “win the peace.” Therefore stability operations encompass different types of military missions, tasks and activities, all conducted outside the United States in coordination with other instruments of national power (diplomatic, informational/educational and economic) to maintain or re-establish a safe and secure environment and to provide essential government services, emergency infrastructure reconstruction and humanitarian relief.

Stability operations are not new to the Army. From its very beginnings the Army, as an instrument of national power, has promoted and protected national interests and has relieved human suffering. The Army contributed to the nation’s westward expansion by conducting explorations, guarding national parks, making maps and building roads and canals. The Army also provided disaster relief, quieted domestic disturbances and supported American foreign policy (for example, conducting stability operations in the Philippines from 1899-1904 and in Haiti from 1915-1934).

The Department of Defense (DoD) defines stability operations in the context of reconstruction and stabilization activities. Reconstruction is the process of rebuilding the degraded, damaged or destroyed political, socioeconomic and physical infrastructure of a country or territory to create the foundation for longer-term development. Stabilization is the process by which underlying tensions that might lead to resurgence in violence and a breakdown in law and order are managed and reduced, while efforts are made to support preconditions for successful long-term development.

The United States has learned that the greatest threats to our national security are not from emerging ambitious states but from nations unable or unwilling to meet their people’s basic needs and aspirations; conversely, successful stability operations will address those needs and aspirations. Stability operations promote and protect U.S. national interests. Stability operations have several characteristics:

- **They work with other elements of national power** – Through stability operations, military forces establish the conditions that enable the actions of the

other national-power actors to succeed. Ultimately, stability operations don't aim, necessarily, to reduce the U.S. military presence quickly, but they do aim to achieve broader U.S. policy goals that extend beyond military operations' objectives. The more effective our military efforts are at setting conditions that facilitate the efforts of the other instruments of U.S. national power, the more likely it is that long-term commitment of substantial military forces will not be required.

- **They are coercive, constructive and, most likely, long-term** – The military activities that support stability operations are diverse and continuous because their purpose is to promote and sustain regional and global stability. Also, by nature, stability operations are typically lengthy endeavors. Stability operations leverage both the military's coercive and constructive capabilities to establish a safe and secure environment; facilitate reconciliation among local or regional adversaries; establish political, legal, social and economic institutions; and facilitate the transition of responsibility to a legitimate civilian authority operating under the rule of law. All tasks must be performed with a focus towards maintenance of security, control and essential services, normalizing means of succession of power.
- **They are conducted among the populace** – Stability operations are unique in that they require Soldiers to interact with the populace. This places a significant burden on our Soldiers to understand local cultures, to be able to effectively and sensitively interact with these cultures and to conduct missions in the context of those cultures. On the battlefields of the future, the allegiance, trust and confidence of the people in the operational area may be the surest means to win the peace.
- **They provide security and control support to the host nation or transitional authority** – Military forces normally conduct stability operations in support of a host-nation government but may also support the efforts of a transitional civil or military authority if no legitimate government exists. Providing security and control is essential to stabilize the area of operations; the results of these combined efforts provide a basis to transition from military to civilian control and, eventually, to the full empowerment of the host nation.
- **They go beyond “policing”** – The host-nation government or civilian authorities, agencies and organizations are responsible for providing for the people's basic needs. However, military forces generally establish or restore basic civil func-

tions and protect them until the civil authority or host nation is able to provide these services for the local populace. The military performs specific functions as part of a broader response effort – beyond providing security and control – supporting the complementary activities of other agencies, organizations and the private sector. When the host nation or other agency is unable to fulfill its role, military forces may be called upon to significantly increase their role, including providing the basic civil functions of government.



Time may be the ultimate decider of success: time to bring safety and security to the embattled populace; time to provide for the essential, immediate humanitarian needs of the people; time to restore basic public order and a semblance of normalcy to life; and time to rebuild the institutions of government and a market economy that provide the foundations for enduring peace and stability. This is the essence of stability operations.

## Why FM 3-07?

Field Manual (FM) 3-07, ***Stability Operations***, is the follow-on for the Army's capstone operations manual, FM 3-0, released in February 2008. Just as FM 3-0's impact on the force and application of the doctrine is revolutionary, so is FM 3-07, the keystone doctrinal publication for stability operations. Part of that "revolution" is that the importance of stability operations has been elevated to be co-equal with offensive and defensive operations.

The Army excels in its coercive capabilities. But the nation, and modern warfare, also require it to be constructive. That capability must also be trained equally with coercive capabilities and this has required the Army's shift in doctrine. There were several catalysts for this shift. First, recent operational experience prompted a thorough relook of traditional stability operations. Also, ***National Security Presidential Directive 44*** was published in 2005, making the Department of State (DoS) the nation's lead agency on stability operations. Further, DoD Directive 3000.5, ***Military Support for Stability, Security, Transition and Reconstruction (SSTR) Operations***, also published in 2005, made stability operations a core military mission, no longer secondary to combat operations (in fact, likely more important to the lasting success of military operations than traditional combat operations). This was a fundamental change in emphasis.

As outlined in FM 3-0, full-spectrum operations require military forces to address the civil situation at all times, combining tactical tasks affecting non-combatants with tactical tasks directed against the enemy. Winning battles and engagements is important but not decisive by itself. Shaping the civil situation in concert with other government agencies, international organizations, civil authorities and multinational forces is just as important to campaign success. FM 3-0 and FM 3-07 also institutionalize the need to operate in and among populations, and thus the need for cultural awareness, which is critical to understanding populations and their perceptions to reduce friction, build rapport and prevent misunderstanding, thereby improving a force's ability to accomplish its mission.

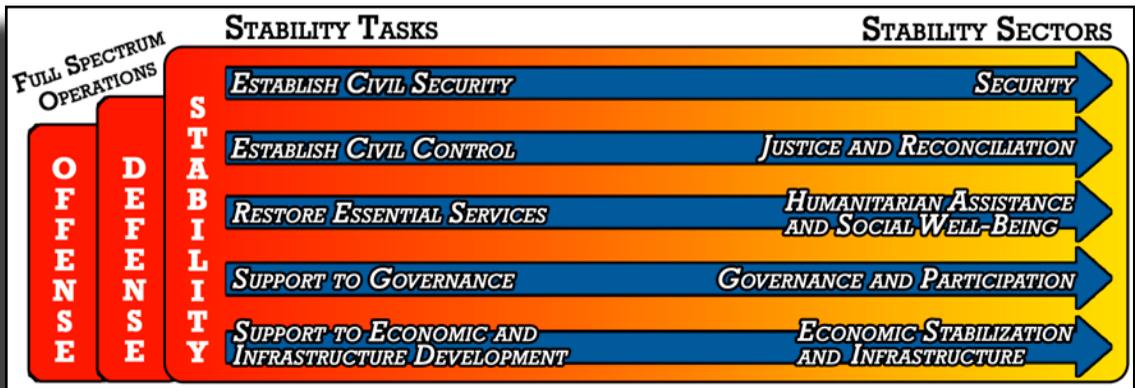
The Army, building on NSPD-44, DoDD 3000.5, FM 3-0 and other recent operational experience, developed FM 3-07, which represents a number of doctrinal firsts. Backed by broad, collective research and intellectual development, the FM represents the first sound body of stability doctrine – either service or joint – to fill a critical gap in our understanding. The FM is the first doctrine of any type to undergo a comprehensive service, interagency, intergovernmental and non-governmental review. The doctrine also represents the first time any service has taken the lead role in capturing and defining a

national approach to conflict transformation in doctrine with the broad support of the agencies, organizations and institutions that share in that approach.

Beyond the “firsts,” FM 3-07 embodies the Army’s fundamental change in thinking, begun with FM 3-0. The FM is the foundation for developing other fundamental materials and the tactics, techniques and procedures detailed in subordinate FMs. FM 3-07 provides operational guidance for commanders and trainers at all echelons, and it forms the foundation for the Army Education System curricula.

This is important because FM 3-07 promulgates the idea of doctrine as an engine of change, originally presented with FM 3-0’s publication. FM 3-07 upshifts the engine of change to the next level. Doctrine is the first step in the process of change. Doctrine remains the key change agent, driving changes in the Army’s organization, training, leader development, the equipment we use and, more importantly, what types of forces we build for current and future operations. FM 3-07 represents a milestone in formally institutionalizing the application of stability operations across the force, thus cementing an approach that combines both the coercive and the constructive capabilities of the military to support the other instruments of our national and international power.

### ***Integrated Approach to Stability Operations***

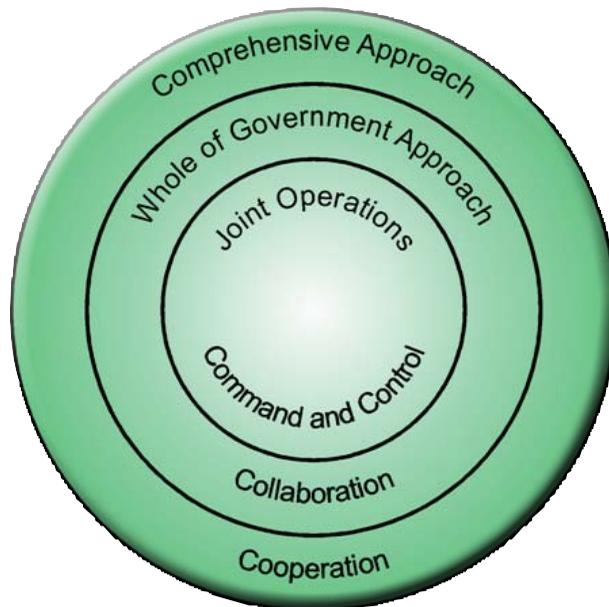


FM 3-07 applies to three primary groups. The FM’s principal audience is the Army’s middle and senior leadership from the Active Army, the Army National Guard and U.S. Army Reserve – majors and above – who command Army forces in major operations and campaigns, or who serve on the staffs that support those commanders. The FM also applies to the Army’s civilian leadership. Further, FM 3-07 is intended as a critical re-

source for other U.S. government agencies, agencies of other governments, intergovernmental organizations, international organizations, non-governmental organizations and private-sector companies who seek to develop a better understanding of the military's role in broader reconstruction and stabilization efforts.

The FM's six chapters discuss the Army's five basic types of stability tasks and how they fit into full-spectrum operations: **civil security**, which is safeguarding the populace from serious external and internal threats; **civil control**, or regulating the behavior and activity of individuals and groups; **essential services**, which is the support required to allow the populace to function with acceptable risks to their health and well-being; **governance**, or higher-control functions that include taxation, wealth distribution, security maintenance and normalizing the means of the succession of power; and **economic and infrastructure-development support**, which is direct and indirect military assistance to local, regional and national economic activity and long-term infrastructure development.

### ***Comprehensive Approach to Stability Operations***



FM 3-07 addresses stability operations in terms of coordination, cooperation, integration and synchronization among military and nonmilitary organizations to achieve the conditions that ensure a stable and lasting peace. Paramount to creating and sustaining a lasting peace is the ability to strengthen legitimate governance, restore or maintain rule of law, support economic and infrastructure development and foster a sense of national unity. Reforming institutions assist in achieving a sustainable peace and security and ultimately creating the conditions that enable the host-nation government to assume responsibility for its people.

FM 3-07 recognizes that stability operations aim not necessarily to reduce the military presence quickly, but to achieve broader national policy goals that extend beyond the objectives of military operations. The more effective military efforts are at establishing the conditions that facilitate the efforts of the other instruments of national power, the more likely it is that the long-term commitment of increased military forces will not be required. Unified action seeks to bring the efforts of military forces together with the other instruments of national power to forge unity of effort. This approach accounts for a wider range of considerations beyond those of the military instrument, ensuring that planning accounts for broader national policy goals and interests.

## **Conclusion**

FM 3-07 acknowledges that differences in culture, geography and history (unique aspects of governance and economy) and various threats to security, all influence a state's strength and stability. DoD joins with other agencies to protect U.S. interests in failing or failed states via stability operations.

National policy (NSPD-44) charges DoS to lead stability operations on behalf of the federal government, but to our nation's military falls the responsibility of executing the primary stability tasks across the spectrum of conflict – from stable peace to general war – before, during or after conflict. Stability tasks are usually to support a legitimate host-nation government but can also assist a fragile state in the absence of a functioning civil authority.

Ultimately, the goal in a stability operation is to leave a society at peace with itself and its regional neighbors, sustainable by the host nation without the support of external

actors. Paramount to creating and sustaining a lasting peace are stability operations: the ability to strengthen legitimate governance; restore or maintain rule of law; support economic and infrastructure development; and foster a sense of national unity. Reforming institutions, including the U.S. military, assist in achieving a sustainable peace and security and, ultimately, create the conditions that enable the host-nation government to assume responsibility for its people.

FM 3-07 recognizes that the aim of stability operations is not necessarily to reduce the military presence quickly, but to achieve broader national policy goals that extend beyond military operations' objectives. Critical to stability operations are success in informing the local populace and influencing attitudes. Although there are more tangible objectives that mark a stability operation's success, the final measure of success or failure often rests with the populace's perceptions. Stability operations are conducted among the people, in the spotlight of international news media and under the umbrella of international law. Because of this, Soldiers' actions communicate American values and beliefs more effectively than words alone. FM 3-07 is the Army's foundation to help Soldiers and leaders internalize that the military's constructive capability is equally important with its coercive capability and helps set the tone for peace and future relations with other countries, as no other military activity has as significant a human component – and can be considered the mark of success or failure – as operations that occur among the people.

## Notes

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