

USAWC STRATEGY RESEARCH PROJECT

**CHALLENGES FACING MONGOLIA'S PARTICIPATION  
IN COALITION MILITARY OPERATIONS**

by

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## ABSTRACT

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The Basis of the State Military Policy of Mongolia points out that the "Mongolia shall have a compact, capable, and professionally-oriented armed forces tailored to the peace-time needs and the economic potential of its country." Participation of Mongolian soldiers in international peacekeeping efforts is a way to increase the strength and combat readiness of the Armed Forces in peacetime. It is a way to develop the professional capability of military personnel while transforming the armed forces.

The government of Mongolia strongly supports US policy and actions in the Global War on Terrorism. Mongolia became one of the first countries in the Asia Pacific Region to offer to dispatch military personnel in Operation IRAQI FREEDOM. Today, members of the Armed Forces of Mongolia are participating in both Operation IRAQI FREEDOM and Operation ENDURING FREEDOM. While Mongolia has facing a number of challenges in both operations, it will continue to support the war against terrorism.



## TABLE OF CONTENTS

ABSTRACT.....	iii
ACKNOWLEDGEMENTS .....	vii
LIST OF ILLUSTRATIONS .....	ix
LIST OF TABLES .....	xi
CHALLENGES FACING MONGOLIA'S PARTICIPATION IN COALITION MILITARY OPERATIONS .....	1
<b>DEVELOPMENT OF PEACE OPERATIONS CAPABILITY.....</b>	<b>2</b>
THE PEACE OPERATIONS CAPACITY BUILDING PLAN .....	2
FOREIGN MILITARY TRAINING PROGRAMS .....	4
<b>The Asia Pacific Peace Operations Capacity Building Program .....</b>	<b>4</b>
<b>The Enhanced International Peacekeeping Capabilities (EIPC) program .....</b>	<b>6</b>
<b>The International Military Education and Training (IMET) program .....</b>	<b>6</b>
MULTINATIONAL PEACE OPERATIONS EXERCISES .....	7
<b>PARTICIPATION IN COALITION MILITARY OPERATIONS .....</b>	<b>10</b>
OPERATION IRAQI FREEDOM.....	10
OPERATION ENDURING FREEDOM .....	12
THE CHALLENGES FACING MONGOLIAN MILITARY.....	13
<b>Interoperability Challenges .....</b>	<b>14</b>
<b>Sustainment Challenges .....</b>	<b>15</b>
<b>CONCLUSION .....</b>	<b>15</b>
ENDNOTES .....	19
GLOSSARY .....	21
BIBLIOGRAPHY .....	23



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## LIST OF ILLUSTRATIONS

FIGURE 1 MAP OF MONGOLIA.....	1
FIGURE 2 PRESIDENT N. BAGABANDI .....	2
FIGURE 4 MILITARY OBSERVER IN THE DEMOCRATIC REPUBLIC OF CONGO .....	3
FIGURE 3 MILITARY OBSERVER IN THE WESTERN SAHARA .....	3
FIGURE 5 LT.GEN. TS. DASHZEVEG .....	4
FIGURE 6 EXERCISE COBRA COLD.....	7
FIGURE 7 EXERCISE SAMA GAMANA .....	7
FIGURE 8 EXERCISE SHANTEE DOOT.....	7
FIGURE 9 EXERCISE KHAAN QUEST 03 .....	9
FIGURE 10 EXERCISE KHAAN QUEST 04 .....	10
FIGURE 11 MONGOLIAN CONTINGENT IN IRAQ .....	10
FIGURE 12 AMBASSADOR R. BOLD .....	11
FIGURE 13 MONGOLIAN CONSTRUCTION TEAM IN IRAQ .....	11
FIGURE 14 MOBILE TRAINING TEAM IN AFGHANISTAN .....	12
FIGURE 15 GENERAL RICHARD B. MYERS IN MONGOLIA, JAN 2004 .....	13
FIGURE 16 JOINT STATEMENT BETWEEN MONGOLIA AND THE UNITED STATES .....	16
FIGURE 17 OPENING CEREMONY OF THE “KHAAN QUEST” EXERCISE AT THE FIVE HILLS TRAINING CENTER .....	16
FIGURE 18 PRESIDENT GEORGE W. BUSH AND PRESIDENT N. BAGABANDI.....	17



## LIST OF TABLES

TABLE 1. PROGRAM EVENTS 2000-2003 .....	5
TABLE 2. MULTINATIONAL EXERCISES 2000-2004 .....	8
TABLE 3. MONGOLIAN HOSTED EXERCISES 1999-2004 .....	9



## CHALLENGES FACING MONGOLIA'S PARTICIPATION IN COALITION MILITARY OPERATIONS

In the 21<sup>st</sup> century, the Mongolian Armed Forces should be professionally-oriented, compact, capable of performing multifaceted tasks, and develop the military art by way of integrating traditions with the modern military advancements.

- Natsagiin Bagabandi, President of Mongolia, 1998

The end of the Cold War dramatically changed the external and internal environment and brought a new era to Mongolia. By mutual agreement, Soviet troops were withdrawn from Mongolia in early 1992 and the 70 years of alliance with the Soviet Union ended peacefully. The complete pullout of Soviet troops decreased the threat to China from Mongolian territory and the relationship between Mongolia and the People's Republic of China (PRC) significantly improved. Soon, Mongolia signed new treaties that portended friendly relations and cooperation with Russian Federation in 1993 and with the People's Republic of China in 1994.

Mongolia has developed its own approaches to National Security by adopting a new Constitution in 1992 and the basic concept of National Security and Foreign Policy in 1994. The new Constitution of Mongolia states that "Mongolia shall have armed forces for self defense"<sup>1</sup> and established a legal basis for reforming state defense policy and modernization of the armed forces. By the presidential decree in the Policy and Directions of Military Modernization in 1997, the Government was tasked to develop the Armed Forces into a compact, professionally-oriented, and capable force.



FIGURE 1 MAP OF MONGOLIA

In 1998, the State Great Hural (Parliament of Mongolia) adopted the Basis of the State Military Policy of Mongolia. The Basis of the State Military Policy of Mongolia is the fundamental legal document defining defense policy. It constituted the development of compact, capable, and professionally-oriented Armed Forces and defined the peace time missions of the Armed forces.<sup>2</sup> The policy

recognized international peacekeeping as a mission of the Mongolian Armed Forces (MAF).

The government of Mongolia made a crucial political decision to take an active part in international peacekeeping operations by signing a Memorandum of Understanding with the

United Nations on 26 September 1999. This agreement meant that Mongolia agreed to contribute to the UN Standby Arrangements. The government of Mongolia is also taking a number of actions aimed at further enhancing capacity to participate in peacekeeping operations and is increasing the level of interoperability in peacekeeping operations.

In 2002, The State Great Hural passed a Law on Mongolian military and police personnel participation in the United Nations Peacekeeping and other international operations. This law set up the national legal framework for participation of the Mongolian military in international peace operations. Today, members of the Armed Forces of Mongolia are participating in United Nations peacekeeping operations and other Coalition military operations such as Operation IRAQI FREEDOM and Operation ENDURING FREEDOM.

## **DEVELOPMENT OF PEACE OPERATIONS CAPABILITY**

### **THE PEACE OPERATIONS CAPACITY BUILDING PLAN**

Mongolia has taken deliberate steps and made measurable progress in developing its peacekeeping capability. The President of Mongolia (Commander in Chief of the Armed Forces) Mr. Natsagiin Bagabandi pointed out on his speech in 1999; a foundation should be established for the involvement of Mongolian military personnel in international peacekeeping operations. This would conform to the goal of executing the mission of the Armed Forces to take part in international cooperation on peacekeeping as provided for in the “The Basis of the State Military Policy of Mongolia.”<sup>3</sup>

As a result of the President’s direct order, the General Staff of the Mongolian Armed Forces (GSMAF) established a new office within the General Staff structure, called “Peacekeeping Operations Office (PKOO).” The main objective of this office was to develop peace operations capacity building plan and to create a resource of trained professionals in the peacekeeping area. The foundation of the peace operations capacity building plan is the Basis of State Military Policy of Mongolia and Law on Armed Forces. The Peace Operations capacity building plan provided the General Staff of Armed Forces with the authority to create peacekeeping force and take the necessary actions to develop the Peace Operations capability for the next 5 years (2000-2005).



**FIGURE 2 PRESIDENT  
N. BAGABANDI**

A newly built professional infantry battalion, known as an “Armed Forces unit 150,” was selected for the preparation for peacekeeping mission. Later, the battalion started conducting

intensive peacekeeping operations training. In September 2000, one platoon from the peacekeeping battalion successfully participated in its first ever multinational peacekeeping field exercise in Kazakhstan. Mongolia's participation in exercise "CENTRAZBAT 2000" was a successful start of peacekeeping efforts and officials were pleased with the evaluations of the platoon provided by international peacekeeping experts.

Prior to the adoption of the law on Mongolian military and police personnel participation in the UN Peacekeeping and other international operations, Mongolia trained 12 officers at United Nations military observer courses in Ireland, Germany, Switzerland, Iran, Canada and India. Based on agreements between Mongolia and the United Nations and by authorization of the law, Mongolia sent its first two military observers to the United Nations mission in the Democratic Republic of Congo (MONUC) in August 2002. Later in December 2002, another three officers started their military observer mission in the Western Sahara (MINURSO). By February 2004, Mongolia had sent nine military observers and five other observers are currently serving in those two missions.



FIGURE 3 MILITARY OBSERVER  
IN THE WESTERN SAHARA



FIGURE 4 MILITARY OBSERVER IN THE  
DEMOCRATIC REPUBLIC OF CONGO

In 2003, The General Staff of the Armed Forces identified peacekeeping as a primary mission for Armed Forces in peacetime and expanded the PKOO into Department of Peacekeeping Operations (DPKO). DPKO continues implementing the peace operations capacity building plan and remains concentrated on involvement of international peace operations activities. Mongolia is actively involved in Asia Pacific peace activities and with United States sponsored programs such as the Asia Pacific Peace Operations Capacity Building Program, the Enhanced International Peacekeeping Capabilities (EIPC) program, the Multinational Planning Augmentation Team (MPAT) program, the International Military Education and Training (IMET) program, and remains heavily engaged in Multinational peace

and stability operations exercise events. The United States Embassy in Mongolia greatly supported Mongolia's Peace Operations Capacity Building Plan by assisting in all operations, programs, and exercises.

#### FOREIGN MILITARY TRAINING PROGRAMS

##### **The Asia Pacific Peace Operations Capacity Building Program**

The goal of this program is to promote multinational engagement throughout countries in the Asia Pacific Region by facilitating a multinational dialogue on the nature of peace operations and by building peace operations capacities, primarily through information exchange.<sup>4</sup> The main partners of this program are the Center of Excellence in Disaster Management and Humanitarian Assistance (COE), The United Nations Department of Peacekeeping Operations (UNDPKO), and the United States Pacific Command (USPACOM).

The Center of Excellence in Disaster Management and Humanitarian Assistance serves as the program administrator, program and content developer and supplier of subject matter experts, and supporter of program documentations. The United Nations Department of Peacekeeping Operations furnishes a modality for activities, facilitates impartial forum for open dialogue and contributes expertise. The United States Pacific Command co-sponsors events and supplies U.S. military representation. The host nations collaborate in the design process, offer a secure and positive setting for events and provide administrative support. In addition, the International Committee of the Red Cross (ICRC), the United Nations High Commissioner for Refugees (UNHCR), and other International Organizations (IO) and Nongovernmental Organizations (NGO) participate regularly.

Mongolia had been actively involved in this program since it joined in 2000. Mongolia also participated in 12 of 13 events during the year 2000-2003 (Table 1). Mongolia successfully co-hosted one of these events, the North East Asia Peace Operations Peacekeeping Seminar Game, in June 2002. Lieutenant General Ts. Dashzeveg, former chief of General Staff of the Armed Forces, mentioned in his welcoming speech "International peace operations seminar-games create opportunities for countries like Mongolia, who have a desire to contribute in maintaining peace and stability in the world, to broaden their participation, raise their spirits and strengthen their ways of cooperation."<sup>5</sup>



FIGURE 5 LT.GEN.  
TS. DASHZEVEG

#	Name of event	COUNTRIES	host nation	Date
1	Asia Pacific Regional Senior Leadership Seminar	85	Philippines	May 00
2	South East Asia Peace Operations Symposium	70	Thailand	Jul 00
3	South Asia Peace Keeping Gaming Seminar	44	Bangladesh	Sep 00
4	Asia Pacific Peacekeeping Seminar Game	68	Malaysia	Apr 01
5	South Asia Peace Operations Peacekeeping Seminar Game	50	Nepal	Feb 02
6	South East Asia Peace Keeping Gaming Seminar	75	Indonesia	Apr 02
7	North East Asia Peace Operations Peacekeeping Seminar Game	45	<b>Mongolia</b>	Jun 02
8	Standard Generic Training Modules Seminar	54	Thailand	Aug 02
9	Peace Operations Special Issues and Lessons Learned Seminar	59	Hawaii	Sep 02
10	Mission Command and Control South East Asia Single Issue Seminar	42	Thailand	Dec 02
11	Civil-Military Cooperation in Peace Operations Seminar	42	Japan	Apr 03
12	International Peace Operations Seminar	50	South Korea	Aug 03
13	International Peace Operations Seminar	50	Philippines	Sep 03

TABLE 1. PROGRAM EVENTS 2000-2003

### **The Enhanced International Peacekeeping Capabilities (EIPC) program**

The primary objective of the EIPC initiative is to assist selected foreign countries in developing their institutional capacities to field more efficient and well-led peacekeeping units, capable of taking on the toughest assignments. EIPC aims to enhance military interoperability, leadership performance, use of common peacekeeping doctrine, and English language proficiency at the institutional level to help promote effective combined peacekeeping operations (PKO) when battalion-level or larger units from diverse countries deploy together.<sup>6</sup>

Mongolia made decisive steps to develop its peacekeeping capability by receiving EIPC funds. Mongolia has engaged with the United States Pacific Command to participate in joint and multinational peacekeeping exercises and is actively developing PKO training capabilities for its military. Today, dozens of Mongolian military personnel are developing their English language proficiency in newly built English Language training laboratories funded by the EIPC program.

### **The International Military Education and Training (IMET) program**

The International Military Education and Training (IMET) program is a low-cost, highly effective component of U.S. security assistance that provides training on a grant basis to students from allied and friendly nations. The IMET program assists U.S. friends and allies in professionalizing their militaries through participation in U.S. military educational programs. U.S. friends and allies have long recognized such training as essential for the progression of their own military leaders. IMET also strengthens regional friendships and enhances self-defense capabilities.<sup>7</sup>

IMET training for Mongolia is designed to facilitate strengthening U.S.-Mongolia military-to-military ties and interoperability by providing English language training and education at the United States service schools. Today dozens of Mongolian military personnel have trained in different service schools from the tactical level till strategic level. Among them, three officers attended at the Senior International Defense Resources Management Course, three at the US Army War College, eight at the US Army and Air Force Command and General Staff College, five at the Naval Post Graduate School. Graduates are serving in key positions of the Ministry of Defense and the General Staff of the Armed Forces. In addition, 52 Mongolian military and civilian personnel have completed education in the Asia-Pacific Center's executive course and another four individuals finished senior executive courses while participating in the IMET program.

## MULTINATIONAL PEACE OPERATIONS EXERCISES

The United States Quadrennial defense Review Report pointed out “It requires that U.S. Forces train and operate with allies and friends in peacetime as they would operate in war. This includes enhancing interoperability and peacetime preparations for coalition operations, as well as increasing allied participation in activities such as joint and combined training and experimentation.”<sup>8</sup> US engagement in the Asia-Pacific region is sustained by an intensive program of combined exercises.



FIGURE 6 EXERCISE COBRA COLD

British Peace Support operations doctrine stated that “Peace Operations require high standards individual skills, discipline, and morale. The training is vital to deliver these standards and credible force. In order to offer guidance on most appropriate techniques for accomplishment of the mission and degree of restraint that will need to be exercised.”<sup>9</sup> Exercises are an important part of the training and exercise events provide essential opportunities to develop peace and stability operations skills.



FIGURE 7 EXERCISE SAMA GAMANA



FIGURE 8 EXERCISE SHANTEE DOOT

Today, multinational peace operations joint and combined exercise events are a key component of Mongolia's peace operations capacity building plan. The Mongolian military was actively involved in number of joint, combined, and multinational exercises in different countries since 2000 (Table 2). Exercises such as BALIKATAN, COBRA GOLD, and the series of USPACOM sponsored Multinational Peacekeeping Operations platoon exercises are excellent training and interoperability opportunities for the Mongolian military, and develop key skills and capabilities to deal with peacekeeping and peace enforcement operations, humanitarian assistance, non-combatant evacuation operations, and transnational threats such as terrorism.

#	Name of EXERCISE	host nation	Date
1	MPTE-1, South Asia Multinational Platoon Training Exercise	Nepal	Feb 00
2	CENTRAZBAT 2000, Multinational Peacekeeping Operations Field exercise	Kazakhstan	Sep 00
3	BALIKATAN 02, Combined exercise	Philippines	Apr 02
4	COBRA GOLD 02, Combined exercise between US, Thailand, Singapore, Mongolia, and etc	Thailand	Jun 02
5	SHANTEE DOOT, South Asia Multinational Platoon Exercise, MPE-2	Bangladesh	Sep 02
6	SHANTI PATH, South Asia Peacekeeping Operations Command Post Exercise	India	Feb 03
7	BALIKATAN 03, Combined exercise	Philippines	May 03
8	COBRA GOLD 03, Combined exercise between US, Thailand, Singapore, Mongolia, and etc	Thailand	Jun 03
9	COBRA GOLD 04, Combined exercise between US, Thailand, Singapore, Mongolia, and etc	Thailand	May 04
10	SAMA GAMANA, South Asia Multinational Platoon Exercise, MPE-3	Sri Lanka	Jun 04

TABLE 2. MULTINATIONAL EXERCISES 2000-2004

In addition to participating in a number of multinational exercises, Mongolia also co-hosted and co-sponsored several multinational peacekeeping operations exercises in its home country facilitated by great support from the United States Pacific Command (USPACOM) (Table 3). Exercises such as BALANCE MAGIC, KHAAN QUEST, and the Multinational Peacekeeping Operations exercises are excellent training opportunity for the Mongolian military, and develop key skills and capabilities



FIGURE 9 EXERCISE KHAAN QUEST 03

to deal with peacekeeping and humanitarian assistance operations. These peace operations exercises create an opportunity for Mongolia to broaden its participation in international peace activities and strengthen ways of cooperating in multinational environment.

#	Name of EXERCISE	co-sponsor	Date
1	BALANCE MAGIC 99, Peacekeeping, Humanitarian Assistance and Disaster Relief exercise	USPACOM	May 99
2	“Lifesaving in Peacekeeping” Joint exercise	USPACOM	May 01
3	BALANCE MAGIC 01, Peacekeeping, Humanitarian Assistance and Disaster Relief exercise	USPACOM	May 02
4	Peacekeeping Operations exercise	Belgium	Mar 03
5	KHAAN QUEST 03, Joint exercise	3 MEF	May 03
6	KHAAN QUEST 04, Joint exercise	3 MEF	Jun 04
7	Multinational Peace Operations exercise	4 Nations	Jul 04
8	Peacekeeping Operations Joint exercise	India	Sep 04

TABLE 3. MONGOLIAN HOSTED EXERCISES 1999-2004



FIGURE 10 EXERCISE  
KHAAN QUEST 04

The Mongolian Armed forces used these multinational peacekeeping exercises to increase their cadre of trained soldiers. Subsequently, the Armed Forces of Mongolia trained its battalion size contingent for their deployment to real-world peacekeeping missions. Until the terrorist attack on September 11, 2001 in the United States, the Mongolian military had no plan to participate in coalition military operations.

### **PARTICIPATION IN COALITION MILITARY OPERATIONS**

The people and Government of Mongolia have resolutely condemned the barbaric attacks of September 11 as a deliberate act of terrorism against freedom and democracy, an attack against all humanity and expressed its full support to the collective efforts of the anti-terrorist coalition.

- Nambariin Enkhbayar, Prime Minister of Mongolia, October 2001

### **OPERATION IRAQI FREEDOM**

Mongolia became one of the initial 33 countries who supported the United States after the September 11 attack and offered over-flight permission for coalition forces. The Government of Mongolia strongly supported US policy and actions in the Global War on Terrorism and decided to dispatch its best trained military personnel to Iraq to execute peacekeeping and reconstruction tasks the US coined as security and stability operations. The final decision to authorize participation of the Mongolian military in Operation IRAQI FREEDOM was made by the National Security Council of Mongolia on 10 April, 2003.

The last time a Mongol army entered Iraq, it was led by Genghis Khan's grandson, Hulagu. During that



FIGURE 11 MONGOLIAN CONTINGENT IN IRAQ

campaign in 1258, Mongol forces burned Baghdad to the ground. "After 745 years, Mongols are coming back to Iraq as peacekeepers to make their contribution the war against terrorism," said H.E. Ravdan Bold, Mongolian Ambassador to the United States, in a paper released to Embassy Row.<sup>10</sup> The first rotation of the Mongolian contingent was composed of an Infantry Company, Construction platoon, and Engineer team of 174 soldiers. They deployed to Iraq in July 2003 after conducting 45 days of extensive pre-deployment training. This was the first-ever deployment of the Mongolian Armed Forces unit to the multinational coalition operation.



FIGURE 12  
AMBASSADOR R. BOLD

By the agreement between Mongolia and the United States and Status of Forces Agreement (SOFA) between Mongolia and Poland, the Mongolian contingent was tasked to execute security and reconstruction mission under the Polish led multinational division. The Multinational Division (Center South) initially had 22 nations under its command, including Bulgaria, Denmark, Dominican Republic, El Salvador, Georgia, Honduras, Hungary, Kazakhstan, South Korea, Latvia, Lithuania, Mongolia, Netherlands, Norway, Philippines, Poland, Romania, Slovakia, Spain, Thailand, and Ukraine.

The Mongolian Liaison Team at the Coalition Coordination Center (CCC) at the Coalition Village at MacDill Air Force Base in Tampa was and remains the primary coordination team between US Central Command (USCENTCOM), General Staff of Mongolian Armed Forces and the Mongolian contingent in Iraq and Afghanistan. The liaison team's role is to report their activities to the General Staff of Armed Forces, to provide USCENTCOM with necessary information regarding Mongolian troop's issues, and to coordinate the efforts of all parties.



FIGURE 13 MONGOLIAN CONSTRUCTION  
TEAM IN IRAQ

The Mongolian contingent successfully executed its primary mission in providing security to the Coalition forces in Camp Al Hillah and escort of military convoys during their three rotations. The Mongolian contingent also provided engineering and construction support to the multinational force base camps, construction support to a New Iraqi Civil Defense Corps barracks, local Iraqi schools, and medical treatment to the local civilian people.

The Government of Mongolia continues to support the United States with post war reconstruction and recently issued a resolution to dispatch the fourth rotation troops to Iraq on February 3, 2005. The fourth rotation of 130 Mongolian troops arrived In Iraq in 16 February and took charge of their responsibilities from third rotation. As a result, since Mongolia joined the coalition of the willing in March 2003, Mongolia has deployed 570 troops including Liaison officers in Tampa to conduct stability and security operations in Iraq.

#### OPERATION ENDURING FREEDOM

By the request of the United States and decision of the government of Mongolia, the General Staff of the Mongolian armed Forces agreed to take charge of training of Artillery units of the newly established Afghan National Army. Mongolia is one of the few countries in the coalition who has the Soviet style artillery weapons systems and who is highly trained on those systems. A Mobile Training Team of 15 persons including seven instructors and five maintenance specialists, deployed to Afghanistan from October 2003 till March 2004. The primary mission of the mobile training team was to prepare artillery units of the new Afghan Army by performing intensive training of selected military personnel and to conduct technical inspection and maintenance of artillery weapons systems.

Later, Mongolia sent a second Mobile Training Team of eight instructors and three maintenance specialists was sent from March-July 2004. They continued the first rotation's mission and trained 15 officers, 63 non-commissioned officers, and 123 soldiers to be core cadre for the first artillery battery of the Afghan National Army. The next rotation of Mongolian Mobile Training Team deployed from October 26, 2004 till February 1, 2005. The third rotation of Mobile Training Team was consisted of eight instructors for howitzers and eight instructors for mortars and they trained nine Afghan officers as instructors and



FIGURE 14 MOBILE TRAINING TEAM IN AFGHANISTAN

other 15 officers, 60 non-commissioned officers, and 123 soldiers to become future artillery specialists for newly established Afghan National Army brigades. Currently, the fourth rotation

Mobile Training Team of 21 instructors started their missions in Kabul on February 4, 2005 to train instructors, maintenance specialists and artillery specialists. This follows a long tradition of Mongolian expertise in using artillery.

Mongolian artillery has great tradition and was the main element of fire power for the Mongolian Army throughout history. Many historians believe the origin of artillery came from Europe. However, Mongols used artillery in the thirteenth century to great advantage in their military campaigns. Here are two historic examples of the Mongolian use of artillery:

The Mongols in the thirteenth century were regarded by the rest of the world as superhuman. The reputation that preceded them was one of their strongest weapons. As a fighting machine, the Mongols possessed great mobility, organization, discipline, and total dedication. Artillery was used to bombard the enemy if they had a strong defensive position.<sup>11</sup>

On November of 1274 a Mongolian fleet of 900 ships (25,000 Mongol soldiers and 15,000 Koreans) arrived at the main Japanese island of Kyushu. The Bakufu, military leader, has had spies in Koryu and had a force of 6,000-10,000 samurai waiting at Hakata Bay. The samurai were unfamiliar with the organized tactics of the Mongols and were hit hard by the Mongolian artillery.<sup>12</sup>

#### THE CHALLENGES FACING MONGOLIAN MILITARY

The United States provided great support to Mongolian military during both Operation IRAQI FREEDOM and Operation ENDURING FREEDOM. The United states provided the Mongolian military with transportation for the deployment and the redeployment of troops, base camp support, food, water, clothing and medical supplies, and some mission essential equipments such us flack jacket, NBC protection gear, communication and night vision equipment.



FIGURE 15 GENERAL RICHARD B. MYERS IN MONGOLIA, JAN 2004

Operation IRAQI FREEDOM and Operation ENDURING FREEDOM are helping to strengthen ties with the United States, enhancing partnership with coalition members, increasing Mongolia's international recognition in the Global War on Terrorism, improving the armed force's domestic profile, gaining peace and stability operations experience, and increasing military training. Operation IRAQI FREEDOM provided for the Mongolian military an excellent operational

experience and skills and improved the Mongolian military combat capability.

Despite the recent history of success in both operations, Mongolia is facing number of challenges with operating under coalition operations. The biggest challenges are interoperability with coalition members and the ability to sustain Mongolian troops deployed away from Mongolia.

### **Interoperability Challenges**

Interoperability is fundamental to coalition operations. As peace operations are, by definition, multidimensional and multinational undertakings, one of the biggest challenges lies in forging consensus among nations on an appropriate doctrine that would provide sufficient guidance for the preparation, deployment and execution of such operations.<sup>13</sup> Developments of Mongolia's Peace Operations Doctrine, Standard Operations Procedures (SOP), and Rules of Engagement are underway and must include on coalition military operations.

Some interoperability challenges are language, weapons and equipment. English is one of the critical problems among the Mongolian military in peace Operations. Another problem is that the communications devices on Soviet made weapons systems and transportations are not compatible with those western systems.

Language challenges. The most fundamental challenge to coalition interoperability is language. Language barriers create problems and it is important for soldiers to have working knowledge of the mission official language, in order to be able to interoperate.<sup>14</sup> Since English has become the standard language in peace operations, the ability to communicate in it within a given force provides a measure of how easily and effectively soldiers from one contingent could communicate with troops from another within a multinational force.<sup>15</sup>

In Operation IRAQI FREEDOM, the percentage of English speakers (intermediate and higher) in the first rotation had sixteen (27 soldiers), the second rotation had six (8 soldiers), and the third rotation had ten (13 soldiers). All rotation Mobile training teams in Afghanistan brought at least two translators. In addition, the NCOs, the majority part of Mongolian troops, has a basic level or no English skills. Over the last four years only eight Mongolian NCOs trained in the United States NCO Schools.

During the second rotation, the Alaska Army Guard sent two soldiers as liaisons to support Operation Iraqi Freedom under the State Partnership Program. They were standing side-by-side with members of the Mongolian Armed Forces and assisting soldiers practice their English skills. Major General Craig E. Campbell, The Adjutant General of the Alaska National

Guard, mentioned "As long as the Mongolian Armed Forces are willing to send troops in support of Operation Iraqi Freedom, the Alaska National Guard will continue to stand by their side."<sup>16</sup>

Weapons and Equipment challenges. Mongolia deployed its troops with 1970's Soviet style of weapons, transportation, and equipment. Although Mongolian troops are highly skilled on that weapon and equipment, they are not interoperable with the rest of the coalition members. Except for the United States provided Harris Corporation communications equipment, Mongolia has no other equipment which is interoperable.

In order to interoperate with other coalition members, Mongolia should have interoperable equipment such as M-4 rifles, modern communication equipment, and night vision equipment. Modernization of the weapon and equipment are third phase of the Armed Forces transformation. It is top priority for Mongolia to equip the Peacekeeping battalion with modern weapon and equipment that could meet the future peace operations requirements.

### **Sustainment Challenges**

Compared to United Nations Peacekeeping operations, the contributing countries is totally responsible for the logistics support of their own units and incur the cost of maintaining troops in coalition operations. Effective support of the troops is always of paramount importance in this respect.<sup>17</sup> The United States, as lead nation in OIF, provided great logistics support for Coalition members in both operations.

Mongolia is facing challenges in maintaining its own troops. Mongolia's self supporting capability is restricted by lack of funds, especially while continue maintaining its troops in Iraq and Afghanistan. Some major funding requirements include pre-deployment training, procurement of necessary supplies and equipment, troop salaries and insurance. Every new rotation requires certain funds which directly impacts on the Defense Budget. In short, Mongolia sees that maintaining soldiers in coalition operations is much more difficult than with United Nations Peacekeeping Operations.

### **CONCLUSION**

Mongolia and the United States of America have developed a cooperative relationship based on shared values and a shared commitment to democracy, a free-market economy, and the global war against terrorism. The United States regards Mongolia as a friendly partner in the Northeast Asia and the United States defense security cooperation programs assist Mongolia to overcome defense transformation challenges and to increase peacekeeping operations capability of the Armed Forces. Mongolia maintains 130 man contingent in Iraq as a part of Polish-led Multinational Division and also two teams of military trainers in Afghanistan.



FIGURE 16 JOINT STATEMENT BETWEEN MONGOLIA AND THE UNITED STATES

Mr. Richard L. Armitage, U.S. Deputy Secretary of State, paid a working visit to Mongolia from January 31 to February 1, 2004. During his visit Deputy Secretary Armitage held the meetings with Mongolian President Natsagiin Bagabandi, Prime Minister Nambariin Enkhbayar at the State House, and had official talks with Foreign Minister Luvsan Erdenechuluun and Vice Foreign Minister Sukhbaatar Batbold at the Ministry of Foreign Affairs. President N. Bagabandi

gratefully accepted President Bush's personal letter of invitation to visit the US handed by Deputy Secretary Armitage.

On January 31, 2004 Vice Foreign Minister of Mongolia S. Batbold and U.S. Deputy Secretary Armitage signed The Joint Statement on Bilateral and Regional Cooperation between Mongolia and the United States of America (Figure 15). The Joint Statement pointed out "The U.S. welcomes Mongolia's commitment to combat terrorism and applauds Mongolia's participation in the stabilization and reconstruction of Afghanistan and Iraq. Mongolia expresses appreciation to the U.S. for providing training and expertise to build an internationally qualified peacekeeping capability."<sup>18</sup>

The Mongolian military commitment to develop the ability to fully participate in International Peace and Stability operations forms one pillar of the Armed Forces mission to defend Mongolia's sovereignty. This commitment also includes developing the Tavan Tolgoi (Five Hills) Training Center into a fully functional training facility for both national and regional armed forces. The Five Hills training center located 30 miles from



FIGURE 17 OPENING CEREMONY OF THE "KHAAN QUEST" EXERCISE AT THE FIVE HILLS TRAINING CENTER

Ulaanbaatar city and has training area of 420 sq km. By upgrading the regional peacekeeping

training center, Mongolia can train its own military personnel for international peace and stability operations, conduct bi-lateral and multilateral training, and co-host international peacekeeping training events.

In May 2004, President Bush announced countries that are eligible for Millennium Challenge Account assistance. Mongolia has been selected as one of the first 16 countries to receive support from the Millennium Challenge Account. President Bush and President Bagabandi declared a new era of cooperation and comprehensive partnership between two democratic countries based on shared values and common strategic interests in July 15, 2004. President Bush welcomed Mongolia's commitment to combat international terrorism and applauded Mongolia's participation in the stabilization and reconstruction of Afghanistan and Iraq, including its peacekeeping commitment to the Multinational Force in Iraq. The United States and Mongolia agreed to continue working to advance Mongolia's contribution to international peacekeeping efforts.<sup>19</sup>



FIGURE 18 PRESIDENT GEORGE W. BUSH AND PRESIDENT N. BAGABANDI

WORD COUNT= 4847



## ENDNOTES

- <sup>1</sup> *The Constitution of Mongolia* (Ulaanbaatar: State Great Hural, January 1992), article 11.
- <sup>2</sup> *The Basis of the State Military Policy of Mongolia* (Ulaanbaatar: State Great Hural, 1998), article 4
- <sup>3</sup> Natsagiin Bagabandi, *New Century: National Security and Foreign Policy* (Ulaanbaatar: National Security Council, 2004), 129.
- <sup>4</sup> "Asia Pacific Peace Operations Capacity Building Program Summary 2000–2003," available from <<http://coe-dmha.org/PKO/Philippines2003/past.htm>>; Internet; accessed 16 January, 2005.
- <sup>5</sup> Ts Dashzeveg, welcoming remarks by LTG Dashzeveg at Northeast Asia Peace Operations seminar game, Mongolia, June 2002; available from <[http://www.apan-info.net/peace\\_operations/northeast\\_asia\\_game\\_2002/01.htm](http://www.apan-info.net/peace_operations/northeast_asia_game_2002/01.htm)>; Internet; accessed 16 January 2005.
- <sup>6</sup> "Foreign Military Training and DOD Engagement Activities of Interest: Joint Report to Congress," 2002; available from <<http://www.state.gov/t/pm/rls/rpt/fmtrpt/2002/10603.htm>>; Internet; accessed 21 January, 2005.
- <sup>7</sup> Ibid.
- <sup>8</sup> *Quadrennial Defense Review Report* (Washington, D.C.: U.S. Department of Defense, 30 September 2001), 15.
- <sup>9</sup> The Permanent Joint Headquarter, *Peace Support Operations*, Joint Warfare Publication 3-50 (Northwood Middlesex, United Kingdom: 2003), 5-24.
- <sup>10</sup> James Morrison, "Mongols to Baghdad," *Washington Times*, 19 June 2003, sec. Embassy Row; available from <<http://www.washtimes.com/world/embassy.htm>>; accessed 21 January 2005.
- <sup>11</sup> Heather Davenport, "The Mongolian Invasions of Europe." available from <<http://www.laohats.com/mongolian%20invasion.htm>>; Internet; accessed 23 January 2005.
- <sup>12</sup> William Kirsch, "The Divine Wind: A Study of the Mongol Invasions of Japan," available from <[http://ubpost.mongolnews.mn/virtualmongolia/kara\\_korum/divine\\_wind.htm](http://ubpost.mongolnews.mn/virtualmongolia/kara_korum/divine_wind.htm)>; Internet; accessed 23 January 2005.
- <sup>13</sup> Swedish National Defense College, *Challenges of Peace Operations: Into the 21st Century, Concluding Report 1997-2002* (Stockholm, Sweden: Swedish National Defense College, 2002), 91.
- <sup>14</sup> Swedish National Defense College. 238.
- <sup>15</sup> Thomas S. Szayna, Preston Niblack, and William O'Malley, *Assessing Armed Forces' Deficiencies for Peace Operations: A Methodology* (Santa Monica, CA: Rand, 1997), 87.

<sup>16</sup> *New Pacific Partnership Alaska and Mongolia: Operation Iraqi Freedom : Annual Report* (Alaska: JFHQ, J-5/7: 1 December 2004), 10.

<sup>17</sup> Royal Netherlands Army, *Peace Operations* (The Haag: Doctrine Committee of the RNA in Cooperation with the Military History Section RNLA, 1999), 145.

<sup>18</sup> "Joint Statement on Bilateral and Regional Cooperation between Mongolia and the United States of America," January 31, 2004; Available from <[http://www.mongolianembassy.us/eng\\_mongolia\\_us\\_relations/joint\\_statement\\_on\\_bilateral\\_and\\_regional\\_cooperation.php](http://www.mongolianembassy.us/eng_mongolia_us_relations/joint_statement_on_bilateral_and_regional_cooperation.php)>; Internet; accessed 23 January 2005.

<sup>19</sup> Office of the Press Secretary, "Joint Statement between the United States of America and Mongolia," 15 July 2004; available from <<http://www.whitehouse.gov/news/releases/2004/07/20040715-13.html>>; Internet; accessed 23 January 2005.

## GLOSSARY

CCC	Coalition Coordination Center
COE	Center of Excellence in Disaster Management and Humanitarian Assistance
DPKO	Department of Peacekeeping Operations
EIPC	Enhanced International Peacekeeping Capabilities
GSMFAF	General Staff of the Mongolian Armed Forces
ICRC	International Committee of the Red Cross
IMET	International Military Education and Training
IO	International organizations
MAF	Mongolian Armed Forces
MEF	Marine Expeditionary Force
MINURSO	United Nations Mission in the Western Sahara
MONUC	United Nations Organization Mission in the Democratic Republic of Congo
MPAT	Multinational Planning Augmentation Team
NBC	Nuclear, Biological and Chemical
NCO	Noncommissioned Officer
NGO	Nongovernmental organizations
OEF	Operation Enduring Freedom
OIF	Operation Iraqi Freedom
PKO	Peacekeeping operations
PKOO	Peacekeeping Operations Office
PRC	People's Republic of China
ROE	Rules of Engagement
SOFA	Status of Forces Agreement
SOP	Standing Operations Procedures
UN	United Nations
UNDPKO	United Nations Department of Peacekeeping Operations
UNHCR	United Nations High Commissioner for Refugees
USCENTCOM	United States Central Command
USMC	United States Marine Corps
USPACOM	United States Pacific Command



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