

UNITED STATES MARINE CORPS
MARINE CORPS CIVIL-MILITARY OPERATIONS SCHOOL
WEAPONS TRAINING BATTALION
TRAINING COMMAND
2300 LOUIS ROAD (C478)
QUANTICO, VIRGINIA 22134-5043

STUDENT OUTLINE

CIVIL COORDINATION MECHANISMS

0530-105

CIVIL AFFAIRS OFFICER COURSE

M020A3D

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LEARNING OBJECTIVES

a. TERMINAL LEARNING OBJECTIVES

(1) Given a mission, Commander's intent, an established CMOC, CMOC SOP, higher headquarters' battle rhythm, IM Plan (Annex U), interpreters (as needed), and security support, manage a Civil-Military Operations Center (CMOC), to assist in the coordination of activities of engaged military forces with other USG agencies, NGOs, IGOs, local governmental leaders, or civilian populations in accordance with MCWP 3-33.1 Chapter 4. (0530-EXE-2002)

(2) Given a mission, Commander's intent, and access to interorganizational and local representatives, coordinate with interorganizational agencies, local authorities and related capabilities, to build international support, conserve resources, and conduct coherent operations in accordance with MCWP 3-33.1 Ch. 4 and to ensure the CMO effort is synchronized and coordinated with other related staff functions such as information operations, public affairs, and military information support operations in accordance with MCWP 3-33.1 Chapter 2. (CACT-EXE-2009)

b. ENABLING LEARNING OBJECTIVES

(1) Without the aid of references, define the functions of a CMOC, in accordance with MCRP 3-33.1A, Ch 4. (0530-EXE-2002a)

(2) Without the aid of references, identify the planning considerations for establishing a CMOC, in accordance with the MCWP 3-33.1A Ch4. (0530-EXE-2002b)

(3) Without the aid of references, identify coordination mechanisms, in accordance with JP 3-08, ch II. (CACT-EXE-2009l)

(4) Without the aid of references, identify the purpose of emergency support functions, in accordance with MCWP 3-36.2, Ch 1. (CACT-EXE-2009xx)

(5) Without the aid of references, identify the purpose of the UN "cluster system," in accordance with JP 3-08, Ch IV. (CACT-EXE-2009n)

1. **CIVIL-MILITARY OPERATIONS CENTER (CMOC)**. A location normally comprised of Civil Affairs Marines, established by the Commanding Officer to plan and facilitate coordination of activities of the Armed Forces of the U.S., with Indigenous Populations and Institutions (IPIs), the private sector, Intergovernmental Organizations (IGOs), Nongovernmental Organizations (NGOs), multinational forces, and other governmental agencies in support of the commander. The CMOC serves as the primary coordination and knowledge management interface for the U.S. armed forces between IPIs, IGOs, NGOs, humanitarian organizations, and multinational military forces. The CMOC facilitates continuous coordination of knowledge management among these key participants with regards to CMO from local levels to international levels within a given AO, and develops, manages, and analyzes the civil inputs to the Common Operational Picture (COP). The CMOC is the operations and support element of the CA unit as well as a mechanism for the coordination of CMO.

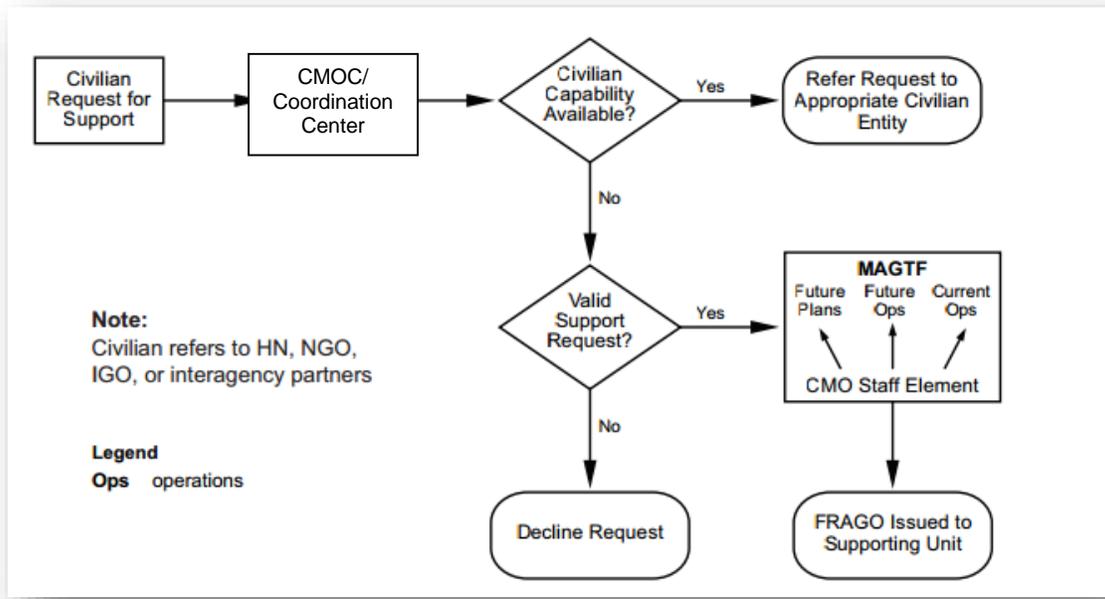
a. **Functions of a CMOC**. The CMOC must be organized to promote the information exchange between participating civilian or host nation (HN) agencies and organizations, including those that otherwise will not have a mechanism for coordination and cooperation. The proper application of CIM in a cooperative environment is paramount to ensure the success and harmony (unity of effort) of an operation. Information sharing can be challenging at times; if at all possible try to keep your information unclassified. Major functions of the CMOC include but are not limited to:

(1) Providing interagency partners, IGOs, and NGOs with a single accessible point of contact for the coordination of CMO.

(2) Facilitating collaborative civil military efforts with joint and coalition forces and UN, HN, and other non-military agencies.

(3) Assist in the transfer of authority and/or transition of operations from the MAGTF to DoS, UN, NATO, HN, or other non-military control.

(4) Act as a clearinghouse for all civilian support requests, to the MAGTF and other U.S. military forces. The CMO staff element attempts to meet civilian requirements with civilian capabilities via coordination at the CMOC before passing validated support requests to the MAGTF. See Figure below.



(5) Provide agency POCs, agency capability lists, daily information summaries, population density, demographic, and DC overlays which might be posted on a public information board.

b. Planning Considerations for Establishing a CMOC

(1) Support the commander by providing a forum in which CA Marines and civilian planners analyze the civilian component of an AO. CMOCs should always attempt to have military and civilian components on staff which will allow you to maximize the efforts of each entity involved; this ensures greater unity of effort in planning and coordination of CMO activities. A commander at any echelon may establish a CMOC, and more than one CMOC may be established in an AO. The supported commander establishes the CMOC early in an operation for two primary reasons:

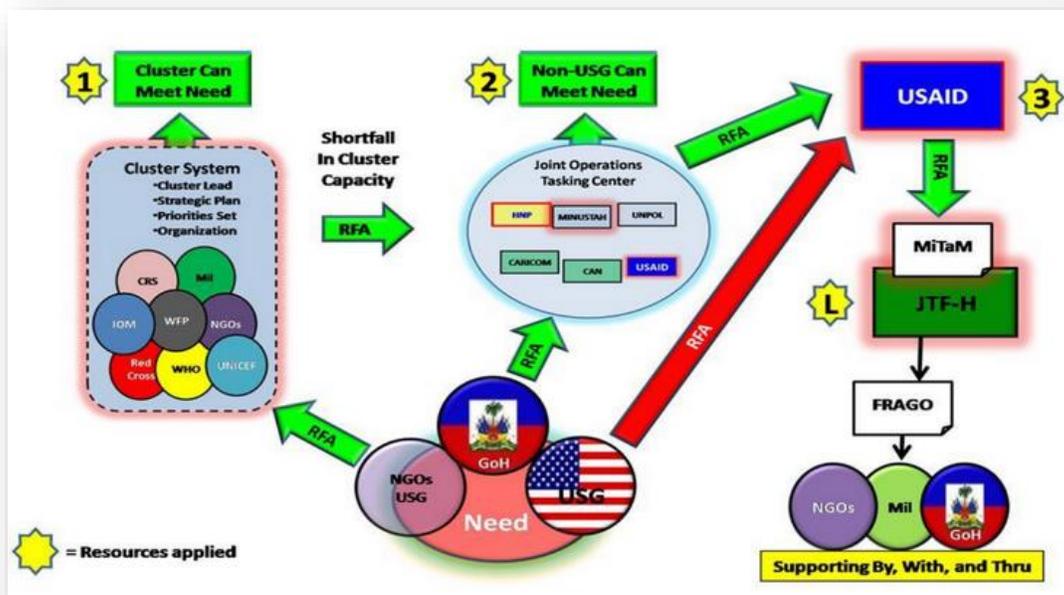
(a) To account for the nonmilitary threats, distractions, and interference that can adversely affect the military mission.

(b) To foster successful interorganizational coordination inherent in all operations and planning.

(2) A CMOC must be managed under a specific task and purpose. The CMOC must plan to have redundancy in its manning, organization, and equipment to conduct echelon- and split-based operations in support of all units with which it has a planning association. Doing so means operating within the security perimeter, as well as outside the security perimeter and on the road (mobile)—often simultaneously. In either scenario the CMOC, at a minimum, must have a reception area, adjudication area (to resolve battle damage/solatia payments, contracts, etc.), and a secure meeting area (if applicable). A basic CMOC layout may be found in the MCWP 3-33.1 on page 4-2.

(3) G-9 or S-9 staff officer monitors the daily operations of the CMOC and advises the commander on CMO and the employment of CA assets. The CMOC provides the G-9 or S-9 with the status of civil-military coordination and assists in planning and posturing CMO to support future operations of the supported commander.

(4) The CMOC keeps the G-3 or S-3 advised of how CMO are providing the desired effects in support of the military operation. The CMOC routes requests for assistance through the G-3 or S-3 for approval and ultimate tasking. An example from Operation Unified Response:



(5) G-6 or S-6 allows network connectivity into the supported unit to meet the CMOC requirements for information management and collaboration.

(6) Ensure that CMO efforts are synchronized and coordinated with other related staff functions such as Public Affairs (PA).

(7) MISO can be integrated with civil-military operations activities to increase support for the HN government and reduce support to destabilizing forces.

2. **OTHER COORDINATION MECHANISMS**. In foreign operations, the CMOC may be the focal point where U.S. military forces coordinate any support to NGOs. In many cases, however, an IGO may have already established coordination centers. In these cases, consider how to leverage such existing structures to perform CMOC functions rather than trying to duplicate coordination structures. The commander may employ a CMOC if needed or provide CMOC capabilities to support HN or civilian partners if required to accomplish coordination. Often, NGO representatives who are unwilling to come to a military or USG facility are more comfortable engaging at a UN or HN run site.

a. **Humanitarian Assistance Coordination Center (HACC)**. The combatant command's crisis action organization may organize as a HACC to assist with the interagency and NGO coordination and planning. Staffing includes a director, a CMO planner, a USAID/OFDA advisor or liaison if available, a public affairs officer (PAO), contracting officer, engineer, NGO advisor, and other augmentation (e.g., legal advisor, surgeon, POL-MIL advisor) when required. Normally, the HACC is temporary; once a CMOC or HOC has been established, the role of the HACC diminishes, and its functions are accomplished through the normal organization of the combatant command's staff and crisis action organization.

b. **Joint Logistics Operations Center (JLOC)**. Formed at the discretion of the Geographic Combatant Commander (GCC) and operated by the GCC's J-4 current operations division, a JLOC functions as the single POC for coordinating timely and flexible logistic response into the AOR. The JLOC may also perform continuous coordination with strategic-level providers such as the Defense Logistics Agency, USTRANSCOM, the Services, and the GCC's staff to ensure the required flow of support.

c. **Joint Inter-Agency Coordination Group (JIACG)**. The JIACG's primary role is to enhance interagency coordination and to collaborate at the operational level with other USG civilian agencies and departments. It may play an important role in contingency planning and in initial interagency coordination prior to establishment of a HACC or other coordination body.

d. **UN Civil-Military Coordination (UN-CMCoord) Section**. The focal point for UN-CMCoord in the United Nations System is the Civil-Military Coordination Section (CMCS) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). In disaster response, CMCS may deploy UN-CMCoord Officers who assist in civil-military coordination. CMCS also provides a UN-CMCoord training program and supports military exercises.

e. **Humanitarian Operations Center (HOC)**. The HOC is a senior level interorganizational coordinating body designed to achieve unity of effort in a large FHA operation. HOCs are horizontally structured with no C2 authority. All members are responsible to their own organizations or countries. The HOC normally is established under the direction of the government of the affected country or the UN, or possibly the USAID Office of United States Foreign Disaster Assistance (OFDA) during a U.S. unilateral operation. Because the HOC operates at the national level, it should consist of senior representatives from the affected country, the U.S. embassy, joint force, OFDA, NGOs, IGOs, and other major organizations in the operation.

Comparison Between Humanitarian Operations Center, Humanitarian Assistance Coordination Center, and Civil-Military Operations Center

	Establishing Authority	Function	Composition	Authority
Humanitarian Operations Center (HOC)	Designated individual of affected country, United Nations, or US Government agency	Coordinates overall relief strategy at the national (country) level.	Representatives from: <ul style="list-style-type: none"> Affected country United Nations US embassy or consulate Joint task force Other nonmilitary agencies Concerned parties (private sector) 	Coordination
Humanitarian Assistance Coordination Center	Combatant commander	Assists with interagency coordination and planning at the strategic level. Normally is disestablished once a HOC or CMOC is established.	Representatives from: <ul style="list-style-type: none"> Combatant command Nongovernmental organizations Intergovernmental organizations Regional organizations Concerned parties (private sector) 	Coordination
Civil-Military Operations Center (CMOC)	Joint task force or component commander	Assists in collaboration at the operational level with military forces, US Government agencies, nongovernmental and intergovernmental organizations, and regional organizations.	Representatives from: <ul style="list-style-type: none"> Joint task force Nongovernmental organizations Intergovernmental organizations Regional organizations US Government agencies Local government (host country) Multinational forces Other concerned parties (private sector) 	Coordination

3. COORDINATING STRUCTURES

a. Emergency Support Functions

(1) Purpose. Emergency Support Functions (ESFs) are a grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following U.S. domestic incidents.

(2) Following a catastrophic event within the United States, segments of state, tribal, and local governments as well as NGOs and the private sector may be severely compromised. The federal government should be prepared to fill potential gaps to ensure continuity of government and public and private-sector operations. The incident may cause significant disruption of the impacted area's critical infrastructure/key resources.

(3) The USG and many state governments organize much of their resources and capabilities as well as those of certain private-sector and NGOs under 15 emergency support functions (ESFs). See the figure below for the 15 ESFs. ESFs align categories of resources and provide strategic objectives for their use. ESF coordinators and primary agencies are identified on the basis of authorities and resources. Support agencies are assigned based on the availability of resources in a given functional area. ESFs provide the greatest possible access to USG department and agency resources regardless of which organization has those resources.

15 Emergency Support Functions (ESF)

	1. Transportation Department of Transportation		8. Public Health and Medical Services Department of Health and Human Services
	2. Communications National Communications System		9. Urban Search and Rescue Federal Emergency Management Agency
	3. Public Works and Engineering U.S. Army Corps of Engineers		10. Oil and Hazardous Materials Response Environmental Protection Agency
	4. Firefighting Department of Agriculture/Forest Service		11. Agriculture and Natural Resource US Department of Agriculture/Department of the Interior
	5. Emergency Management Federal Emergency Management Agency		12. Energy Department of Energy
	6. Mass Care, Housing, Human Services Department of Homeland Security American Red Cross		13. Public Safety and Security Department of Homeland Security/Justice
	7. Resource Support General Services Administration		14. Community Recovery, Mitigation, and Economic Stabilization U.S. Small Business Administration
			15. External Communications Federal Emergency Management Agency

b. **UN Cluster System**

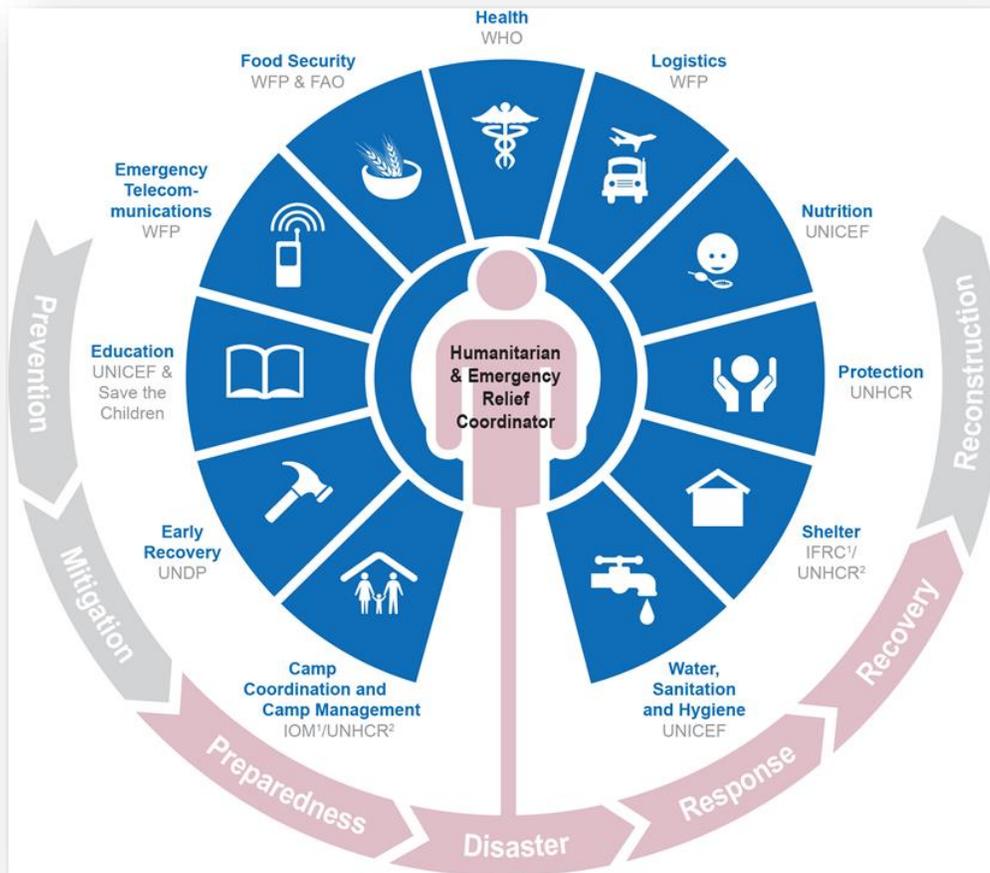
(1) Purpose. The UN cluster approach is the principle construct utilized by the international humanitarian community to facilitate a coordinated humanitarian response to an affected state. The cluster approach ensures predictability and accountability in international responses to humanitarian emergencies by clarifying the division of labor among organizations and better defining their roles and responsibilities within the different sectors of response.

(2) The global clusters include:

- (a) agriculture;
- (b) camp coordination/management;
- (c) early recovery;
- (d) education;
- (e) emergency shelter;
- (f) emergency telecommunications;
- (g) health;
- (h) logistics;
- (i) nutrition;
- (j) protection; and

(k) water, sanitation, and hygiene. Some or all clusters may be used or modified based on the situation.

(3) Coordination meetings hosted by UN elements may supplant the need for a U.S. military-run CMOC. Commanders should be careful to complement rather than compete with the UN cluster meetings; NGOs are far more likely to participate in UN-sponsored meetings than U.S.-sponsored coordination and deconfliction meetings.



REFERENCES :

JP 3-08, Interorganizational Coordination During Joint Operations, Ch IV
 JP 3-28, Defense Support of Civil Authorities, Ch II
 JP 3-29, Foreign Humanitarian Assistance, Ch II
 JP 3-57, Civil-Military Operations, Ch II
 GTA 90-01-030, DoD Support to Foreign Disaster Relief, App. B
 MCRP 3-33.1A, Civil Affairs TTPs, Ch 4
 MCRP 3-33.1C, Techniques for CA Support to FHA, Ch 4
 MCWP 3-36.2, Multi-Service TTPs for DSCA, Appendix C
 National Response Framework

