

UNITED STATES MARINE CORPS
MARINE CORPS CIVIL-MILITARY OPERATIONS SCHOOL
WEAPONS TRAINING BATTALION
TRAINING COMMAND
2300 LOUIS ROAD (C478)
QUANTICO, VA 22134-5036

STUDENT OUTLINE

INTERORGANIZATIONAL COORDINATION

0530-104

CIVIL AFFAIRS OFFICER COURSE

M020A3D

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LEARNING OBJECTIVES

a. **TERMINAL LEARNING OBJECTIVE**. 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, identify interagency stakeholders, in accordance with the JP 3-08, Ch 2. (CACT-EXE-2009d)

(2) Without the aid of references, identify the responsibilities of the Ambassador, in accordance with JP 3-08, Ch 4. (CACT-EXE-2009e)

(3) Without the aid of references, identify intergovernmental organizations, in accordance with the JP 3-08, Ch 2. (CACT-EXE-2009f)

(4) Without the aid of references, identify non-governmental organizations, in accordance with the JP 3-08, Ch 2. (CACT-EXE-2009g)

(5) Without the aid of references, identify interorganizational coordination considerations, in accordance with JP 3-08, Ch 2. (CACT-EXE-2009h)

(6) Given a scenario, identify interorganizational stakeholders, in accordance with JP 3-08, Ch 1. (CACT-EXE-2009i)

(7) Given a scenario, conduct research on interorganizational agencies to determine interorganizational capabilities and collaboration mechanisms, in accordance with the PE checklist. (CACT-EXE-2009j)

(8) Given a scenario and role players w/scripts, conduct liaison with interorganizational stakeholders, in accordance with the PE checklist. (CACT-EXE-2009k)

1. INTERORGANIZATIONAL AGENCIES

a. The Department of Defense (DoD) conducts interorganizational coordination across a range of operations, with each type of operation involving different communities of interests, stakeholders and structures. Depending on the operation (e.g. domestic and/or foreign) coordination will occur within the federal United States government (USG); with state and/or local governments; with tribal authorities; with intergovernmental organizations; with nongovernmental organizations, and with the private sector. Interorganizational coordination enables participants to do one or more of the following: Facilitate unity of effort; achieve common objectives; and provide common understanding. Before discussing interorganizational coordination further, it is important to understand key terms and concepts related to internal USG actions.

b. **Interagency Defined.** The Department of Defense (DoD) is one part of the United States Government (USG); collectively, the interagency. The interagency is defined as United States Government agencies and departments, including the Department of Defense (JP 1-02).

c. **Interagency Coordination**

(1) Definition - "within the context of DoD involvement, the coordination that occurs between elements of DoD, and engaged USG agencies and departments for the purpose of achieving an objective". (JP 1-02)

(2) Internal interagency bureaucracy often inhibits the integration of multiple partners. Each individual agency has its own core values and agenda, and this can make coordination very difficult at times. While we in the military have a very clear chain of command and clear decision making process, civilian agencies often do not, and will often arrive at decisions by consensus. Oftentimes, contentious issues will be compartmented or put aside for further consultation, deferring important decision points. This must be understood; they have their own requirements to defend and their own ways of doing business.

d. **Common Stakeholders.** The USG strives for a "Whole of Government Approach" - an approach that integrates the collaborative efforts of the departments and agencies of the USG

to achieve a "Unity of Effort" toward a shared goal. Examples of common interagency stakeholders include:

- (1) Department of Homeland Security (DHS)
 - (a) Federal Emergency Management Agency (FEMA)
 - (b) U.S. Coast Guard
- (2) U.S. Department of State (DoS)
- (3) U.S. Agency for International Development (USAID)
- (4) U.S. Department of Justice (DoJ)
 - (a) Federal Bureau of Investigation
 - (b) Drug Enforcement Agency
- (5) U.S. Department of Agriculture (USDA)

e. **Relationships.** Relationships on a national level remain complex as different agencies vie for funding from Congress. Presidential Policy Directive-1 (PPD-1) is supposed to clarify relationships between the different government organizations for policy formulation at the national level. Unfortunately, coordination challenges remain.

f. **Relationships on the Ground.** Depending on the situation, there could be hundreds of civilian organizations already operating in the area. Interagency coordination provides a conduit to many of these organizations, and assists us in utilizing complementary capabilities, hopefully avoiding duplication of effort in the process. While DoD has a clearly defined chain of command, that same clarity is likely unavailable when dealing with myriad organizations on the ground.

(1) **Domestic Operations.** DoD support for domestic operations usually falls within the scope of Defense Support to Civil Authorities (DSCA). As such, DoD is in a supporting role to another Federal Agency (typically DHS / FEMA). By law and by Presidential directive, the Secretary for Homeland Security (SECHS) is the Principal Federal Official (PFO) responsible for coordination of all domestic incidents requiring multiagency federal response. The SECHS may elect to designate a single individual to serve as his or her primary representative to

ensure consistency of federal support as well as the overall effectiveness of the federal incident management. When appointed, such an individual serves in the field as the PFO for the incident.

(a) DoD has appointed ten Defense Coordinating Officers (DCO) in the NORTHCOM AOR, and one in the PACOM AOR. They align with the FEMA regions. If requested and approved, the DCO serves as DoD's single point of contact at the Joint Field Office (JFO) for requesting assistance from DoD (Federal incident support to the state is generally coordinated through a JFO. The JFO provides the means to integrate diverse federal resources and engage directly with the state). With few exceptions, requests for DSCA originating at the JFO are coordinated with and processed through the DCO.

(b) The DCO may have a Defense Coordinating Element (DCE) consisting of a staff and military LNOs to facilitate coordination and support to activated emergency support functions (ESFs). The DCO may also have subject matter expertise staff augmentation from U.S. Army North and other DoD entities as required/requested.

(2) Foreign Operations. Similar to domestic responses, DoD will encounter numerous organizations operating within the same space. Assuming the situation to be non-hostile (i.e. not a battle zone / war zone) DoD interaction will be in support of another USG Department or Agency.

g. World View. Americans are a famously insular people. Our idea of what lies beyond the boundaries of our borders can be somewhat simplistic. How much do you know about the rest of the world? About regional histories and peoples? How much did you know of the world BEFORE becoming a Marine? This is important because different USG agencies view the world through different lenses.

h. Diplomacy, Development, and Defense. Not everyone in the USG looks at the world the same way. Understand that DoD, DoS and USAID all administratively partition the world differently and, therefore, have different perspectives and priorities. This is not necessarily a bad thing as it allows for different viewpoints which may in fact help eliminate potential gaps in our understanding of the world.

2. PRIMARY INTERAGENCY PARTNERS FOR FOREIGN OPERATIONS

a. Department of State (DoS). The lead foreign affairs agency, DoS assists the President of the United States in foreign policy formulation and execution. DoS oversees the coordination of DoD external political-military (POLMIL) relationships with overall U.S. foreign policy. Interaction with members of the DoS mainly takes place at either U.S. Embassies or training and working with the numerous functional or regional Offices and Bureaus. For example, the Bureau of Conflict and Stabilization Operations (CSO), which supports DoS conflict and crisis-response efforts through locally grounded analysis, and strategic planning and operational support for local partners.

b. DoS Size. Compared to DoD, DoS is very small in both personnel strength and budget.

c. Corporate Cultures. Both the corporate and individual culture of the typical DoS Foreign Service Officer (FSO) is different from that of the military. CA Marines should be aware of the differences. An example is illustrated by the Myers Briggs Type Indicators; the FSO norm is typically intuitive-thinking while the typical military professional is sensing-thinking.

d. The Ambassador

(1) Chief of Mission. Also known as the Chief of Mission (COM), the Ambassador is the senior U.S. official, military or civilian, at the embassy. The Ambassador provides overall direction, coordination and supervision of U.S. Government activities and personnel in a host country.

(2) Responsibility. The COM has authority over all USG personnel in country, except for those assigned to a combatant command, a USG multilateral mission, or an Intergovernmental Organization. This practice has been followed since May 29, 1961, when President John F. Kennedy wrote to all U.S. Chiefs of Mission saying, "You are in charge of the entire United States Diplomatic Mission and I shall expect you to supervise all of its operations. The Mission includes not only the personnel of the Department of State and the Foreign Service, but also the representatives of all other United States agencies which have programs or activities in [your country]."

e. **The Country Team.** Country Teams in embassies are made up of key figures from the DoS and other agencies who work under the direction of the ambassador and meet regularly to share information and coordinate their actions. Depending on embassy size and the nature of U.S. interests in a country, each country team may be configured differently. Some may include more than 40 agencies. In addition to DoS section chiefs and the head of the local USAID mission, the following are some agencies most frequently represented on a mission's country team: USAID, USDA, Commerce, DOD, DOJ (DEA, FBI), Homeland Security and/or Treasury.

f. **U.S. Agency for International Development**

(1) What is USAID? The U.S. Agency for International Development (USAID) is an independent agency of the U.S. Government that works closely with the Department of State and receives overall foreign policy guidance from the Secretary of State. It promotes long-term and equitable economic growth and advances U.S. foreign policy objectives through programs in the fields of developmental economic growth, agriculture and trade, global health, democracy, conflict prevention and humanitarian assistance.

(2) USAID Functions. USAID operates programs in nearly 100 countries; divided into five geographic regions: Europe and Eurasia, Latin America and the Caribbean, Sub-Saharan Africa, Asia, and the Near East. From its headquarters in Washington, D.C., USAID works with more than 3,500 American companies and over 300 U.S.-based private voluntary organizations (PVOs). USAID also partners closely with indigenous organizations, universities, international agencies, other U.S. agencies, and other governments. USAID coordinates with other government agencies primarily through their bureaus of Democracy, Conflict, and Humanitarian Assistance (DCHA) and Office of Military Affairs (OMA).

(3) OFDA. Under DCHA, the Office of U.S. Foreign Disaster Assistance (OFDA) is the lead federal agency for international humanitarian assistance. Their charter is to save lives, alleviate human suffering, and reduce the economic and social impact of disasters. When a disaster strikes, DCHA may deploy a Disaster Assistance Response Team (DART) to assist the U.S. Ambassador in the stricken country and coordinate the U.S. government's relief response. OFDA has liaison officers at SOUTHCOM, AFRICOM, PACOM, UN-NYC and UN-Geneva.

3. INTERORGANIZATION

a. Interorganizational Coordination. To facilitate success, the interests, resources, efforts, and goals of all the engaged military and civilian organizations must be drawn together. This cohesion is often more complex than the multidimensional nature of MAGTF operations. The principle of interorganizational coordination is the effective integration of multiple stakeholders with diverse perspectives, authorities, capabilities and objectives toward a common goal. It is coordination without hierarchy.

b. Interorganizational Coordination Definition. "Within the context of DoD involvement, interorganizational coordination is the interaction that occurs among elements of the DoD; engaged USG agencies; state, territorial, local and tribal agencies; foreign military forces and government agencies; Intergovernmental organizations; Nongovernmental organizations and the private sector" (JP 1-02). Basically, "interorganization" refers to all stakeholders - the MAGTF and the rest of the USG and other non-USG entities.

c. International Organizations. There are numerous ways to categorize international organizations. For the purpose of understanding interorganizational coordination we classify them in two basic groups, (1) intergovernmental organizations and (2) nongovernmental organizations.

(1) Intergovernmental Organizations (IGO). An IGO is an organization created by a formal agreement (e.g., a treaty) between two or more governments. It may be established on a global, regional, or functional basis for wide-ranging or narrowly defined purposes, formed to protect and promote national interests shared by member states. Examples include the UN, North Atlantic Treaty Organization (NATO), and the African Union (AU). Sometimes, UN agencies are referred to separately, however, UN agencies are IGOs. With the exception of NATO where military operations and engagement are common place, most interaction between CA Marines and IGOs (especially the UN agencies) occurs during humanitarian assistance/disaster relief (HA/DR).

(2) UN Cluster System. The Cluster System is a UN coordination mechanism designed for international responses to humanitarian crises. The aim of the cluster approach is to strengthen partnerships and ensure more 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 key sectors of the response. There are nine functional clusters (and 2 service clusters - education, food security) for coordination at both the field (tactical) and global (strategic) levels, with each field-level cluster led by an agency accountable to the UN Humanitarian Coordinator. The nine functional clusters, together with their lead agencies, are:

(a) Nutrition: The United Nations Children's Fund (UNICEF)

(b) Health: World Health Organization (WHO)

(c) Water/Sanitation: UNICEF

(d) Emergency Shelter: The Office of the United Nations High Commissioner for Refugees (UNHCR) / International Federation of Red Cross and Red Crescent Societies



(e) Camp Coordination/Management: UNHCR / International Organization for Migration

(f) Protection: UNHCR / Office of the United Nations High Commissioner for Human Rights (OHCHR) / UNICEF

Program (g) Early Recovery: United Nations Development

(h) Logistics: World Food program (WFP)

(i) Emergency Telecommunications: OCHA / UNICEF / WFP

(3) Non-governmental Organizations (NGOs). DoD defines NGOs as, "A private, self-governing, not-for-profit organization dedicated to alleviating human suffering; and/or promoting education, health care, economic development, environmental protection, human rights, and conflict resolution; and/or encouraging the establishment of democratic institutions and civil society." NGOs have been created in almost every conceivable field of human concern, from religion to transport and from art to science. NGOs do not operate in a vacuum, sealed off from each other or from governments and IGOs. They usually play an important role interacting with governments, IGOs, and other NGOs as elements in transnational action networks concerned with various policy and issue areas. Since the end of the Cold War, most significant NGO activity has concentrated in the three broad areas of the environment, human rights, and humanitarian affairs.

(4) International Committee of the Red Cross (ICRC). The International Committee of the Red Cross (ICRC) is neither an IGO, nor NGO, but an organization with a hybrid nature. As a private association formed under the Swiss Civil Code, its existence is not in itself mandated by governments, but its functions and activities - to provide protection and assistance to victims of conflict - are mandated by the international community and are founded on international law, specifically the Geneva Conventions. The ICRC is an impartial, neutral, and independent organization with an exclusively humanitarian mission to protect the lives and dignity of victims of armed conflict and internal violence or tensions and to provide them with assistance. It also endeavors to prevent suffering by promoting and strengthening humanitarian aspects of international law.

d. **Coordination Considerations**. There are many considerations when working with IGOs and NGOs.

(1) Identification. Who and where are they in your AO?

(2) Mandates. What is their mandate and their objectives?

(3) Perceptions. How do they view your mission?

(4) Assistance. How can you help them?

(5) Resourcing. What resources do they have?

(6) Common Ground. Can you find common ground?

(7) Coordination Mechanisms. Can you develop coordination mechanisms?

(8) Cooperation. Do they want to work with you?

(9) Security Clearances. Security clearances with regards to classified material can be problematic. Many members of NGOs do not hold a security clearance. If at all possible all coordination meetings and informational products should be maintained at the unclassified level.

(10) Oslo Guidelines. Many NGOs view their relationship with the military under the UNOCHA Guidelines on the Use of Military and Civil Defense Assets in Disaster Relief, commonly referred to as the "Oslo Guidelines", that emphasize the principle of "humanitarian space" (humanitarianism, neutrality, and impartiality). The extent to which specific NGOs are willing to cooperate with the MAGTF can vary considerably - the guidelines are nonbinding. NGOs desire to preserve the impartial character of their operations, accept only minimal necessary assistance from the military and ensure that military actions in the relief and civic action are consistent with the standards and priorities agreed on within the civilian relief community.

e. **Coordination Mechanisms**

(1) Civil-Military Operations Center (CMOC). Physical or virtual meeting places of stakeholders that serve as the primary collaboration interface for the joint force among indigenous populations and institutions, IGOs, NGOs, multinational military forces, the private sector, and other governmental agencies.

(2) Humanitarian Operations Center (HOC). A center that coordinates the overall relief strategy and unity of effort

among all participants in a humanitarian assistance/disaster relief (HA/DR) operation.

(3) Humanitarian Assistance Coordination Center (HACC). A temporary center established by a geographic combatant commander to assist with interagency coordination and planning during the early planning and coordination stages of foreign humanitarian assistance operations.

(4) USAID. In many cases, NGOs will allow USAID's Office of U.S. Foreign Disaster Assistance (OFDA) to serve as the broker for humanitarian coordination between the U.S. military and the NGO community.

(5) United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA). Created by the UN to respond to complex emergencies and natural disasters and serves as the UN focal point on major disasters and coordination of humanitarian response.

(6) United Nations Humanitarian Civil-Military Coordination (UN CMCoord) section facilitates dialogue and interaction between civilian and military actors supporting a disaster response and has been designated the focal point in the UN system for humanitarian Civil-Military Coordination.

f. Challenges to Coordination

(1) Communication and Information Sharing Considerations. NGOs do not have the same communications equipment or protocols as the military. Most often they use local means of communications such as cell phones and may not follow U.S. military operational security (OPSEC) requirements. Additionally, other militaries might possess equipment that is not compatible with U.S. communication standards. It is critical for Marines to understand that many, if not all the civilians they will encounter will lack access to secure communications, therefore, they should carefully consider how information is managed and shared; unclassified information is preferred. Examples to facilitate sharing include open access Sharepoint, unclassified web portals, etc.

(2) Who is in Charge? The military has a top down chain of command. It is typical that there is no formal chain of command in a NGO; many decisions are made by consensus.

(3) Change of Personnel. NGOs, IGOs and partner militaries might have different lengths of deployments.

(4) NGO Perceptions of the Military. Although not always extremely apparent, some (but not all) NGO personnel have a range of feelings about the military: disdain, nervousness (around weapons), ignorance, previous bad experiences, or philosophical opposition. Some common misperceptions by NGOs may include:

(a) Militaries are designed solely for fighting or defending, not for implementing humanitarian assistance operations.

(b) Primary military motives are anti-humanitarian and political.

(c) Military personnel have no humanitarian training and little ability to understand the needs of the displaced.

(d) Militaries pay too much attention to force protection and self-preservation to make them truly humanitarian agents.

(e) Militaries have rigid and inflexible management structures that make coordinating with other organizations and responding to highly dynamic humanitarian conditions difficult.

It is important to realize that such sentiments can be found in various NGO personnel.

g. Interagency Training Opportunities. There are multiple opportunities to train with IA partners:

- (1) JHOC (USAID)
- (2) Classes (DoS FSI-Foreign Service Institute)
- (3) Reconstruction & Stabilization Courses (USIP - FSI)
- (4) Seminars (NDU, Naval Postgrad School, etc.)
- (5) Title 10 exercises (Cobra Gold, Tandem Thrust, etc.)

REFERENCES :

MCWP 3-33.1 MAGTF Civil-Military Operations
MCRP 3-36B MAGTF Interorganizational Coordination
JP 1-02 DoD Dictionary
JP 3-07 Stability Operations
JP 3-08 Interorganizational Coordination
JP 3-57 Civil-Military Operations
PPD-1 Organization of the National Security Council System
DoDI 3000.05 Stability Operations
GTA 90-01-030 DoD Support to Foreign Disaster Relief
USIP Guide for Participants in Peace, Stability, and Relief Operations
UNOCHA Guidelines on the Use of Military and Civil Defense Assets in Disaster Relief

