

UNITED STATES MARINE CORPS
MARINE CORPS CIVIL-MILITARY OPERATIONS SCHOOL
WEAPONS TRAINING BATTALION
TRAINING COMMAND
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STUDENT OUTLINE

INTERORGANIZATIONAL COORDINATION

CAC-PLAN-202

CIVIL-MILITARY OPERATIONS PLANNER COURSE

M020AQD

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LEARNING OBJECTIVES

a. **TERMINAL LEARNING OBJECTIVE**. Given a mission, commander's intent, operations order, scenario, and CMO planning products (e.g. CMO staff estimate, CMO COA graphic and narrative, and a synch matrix, etc.), support stability operations planning, to enable the commander's decision making process by identifying instability and stability factors and to design activities to mitigate instability or reinforce stability factors within the operating environment in accordance with MCWP 3-33.1. (CACT-PLAN-2005)

b. **ENABLING LEARNING OBJECTIVES**

(1) Without the aid of references, define unified action, in accordance with JP 3-08 Ch I. (CACT-PLAN-2005f)

(2) Without the aid of references, define interorganizational coordination, in accordance with JP 3-08 Ch 1. (CACT-PLAN-2005g)

1. **INTRODUCTION TO INTERORGANIZATIONAL AGENCIES.** 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.

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

a. **Interagency Coordination**

(1) 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.

(2) 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)

b. **Whole of Government Approach**

(1) A whole-of-government approach implies the integration of USG efforts with a plan that identifies and aligns USG goals, objectives, tasks, and supporting structures, with designation of lead, primary, coordinating, cooperating, and supporting federal agencies.

(2) "A whole of government approach integrates the collaborative efforts of the departments and agencies of the USG to achieve unity of effort. Under unified action, a whole-of-government approach identifies combinations of the full range of available USG capabilities and resources that reinforce progress and create synergies." (JP 3-08)

c. **Unified Action.** Defined - the synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort.

d. **Unity of Effort**

(1) Defined - "coordination and cooperation toward common objectives, even if the participants are not necessarily part of the same command or organization - the product of successful unified action." (JP 1)

(2) Meeting the challenges of current and future operations requires the concerted effort of all instruments of U.S. national power (Diplomatic, Informational, Military and Economic - DIME), plus foreign governmental agencies and military forces and civilian organizations. Problems arise when each USG agency interprets higher policy guidance differently, set different priorities for execution, or do not act in concert. Similarly, failure to account for national caveats and/or non-U.S. mandates complicates MAGTF operations. Consequently, there is a need to conduct integrated planning to effectively employ the appropriate instruments of national power and properly harness the comparative advantages of non-USG entities toward a common objective.

e. **Comprehensive Approach.** CA Marines should be aware that NATO allies will use the term "comprehensive approach" to describe these actions. Unified action is the DoD doctrinal term that represents a comprehensive approach.

3. **DEPARTMENT OF STATE**

a. **Mission.** 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.

b. **Organization.** DoS is divided into numerous Offices and Bureaus that are either functional or regional. The following Offices and Bureaus are representative of those that are most likely to be encountered by CA Marines and/or CMO planners:

(1) Bureau of Political-Military Affairs (PM). PM's mission is to integrate diplomacy and defense, and forge strong international partnerships to meet shared security challenges.

(2) Bureau of Conflict and Stabilization Operations (CSO). CSO supports DoS conflict and crisis-response efforts through locally grounded analysis, strategic planning, and operational support for local partners.

(3) Bureau of Population, Refugees and Migration (PRM). PRM provides aid and sustainable solutions for refugees, victims of conflict and stateless people around the world, through repatriation, local integration, and resettlement in the United States.

(4) Bureau of Diplomatic Security (DS). DS is the security and law enforcement arm of DoS. DS is responsible for providing a safe and secure environment for the conduct of U.S. foreign policy.

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

d. **Culture.** 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 in the Myers Briggs Type Indicators. The FSO norm is typically intuitive-thinking while the typical military professional is sensing-thinking.

e. **World View.** Not everyone in the USG looks at the world the same way. Understand that DoD, State and USAID all "divide" the world up differently and, therefore, have different priorities. Look at Iraq as it relates to Afghanistan. For DoD, they are both CENTCOM, for USAID, one is the Middle East Bureau, one is the Asia Bureau. For DOS, one is Near Eastern Affairs and one is South Asian Affairs. This can cause problems as it relates to support. For instance, we could get approval from CENTCOM to shift forces from Iraq to Afghanistan, but our civilian agencies would have to cross their boundaries.

f. **The Diplomatic Mission.** The U.S. bilateral representation in the foreign country, known as the diplomatic mission, is established in accordance with the Vienna Convention on Diplomatic Relations, of which the U.S. is a signatory. DoS provides the core staff of a diplomatic mission and administers the presence of representatives of other USG agencies in the country. A diplomatic mission is led by a Chief of Mission (COM), usually the ambassador, but at times the Chargé D'Affaires (the Chargé), when no U.S. ambassador is accredited to the country or the ambassador is absent from the country. The COM has authority over all USG personnel in country, except for those assigned to a combatant command, a USG multilateral mission, or an IGO. The COM provides recommendations and considerations for crisis action planning directly to the respective Geographic Combatant Command (GCC) and/or any established Combined Joint Task Force. While forces in the field under a GCC are exempt from the COM's statutory authority, the COM confers with the GCC regularly to coordinate U.S. military activities with the foreign policy direction being taken by the USG toward the HN.

g. **The Ambassador.** The President, with the advice and consent of the Senate, appoints the ambassador. The "Ambassador Extraordinary and Plenipotentiary" is the direct representative of the President of the United States to a foreign country. The Ambassador directs, coordinates, and supervises the activities of USG agencies in a country to include DoD personnel not under the authority of a combatant command. An Ambassador performs these duties with the assistance of the Country Team.

h. **The Country Team.** Country teams in embassies are made up of key figures from 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 - and some may include more than 40 agencies.

i. **Embassy Functions.** Each U.S. mission prepares an Integrated Country Strategy (ICS) that sets country-level U.S. foreign policy goals, resource requests, performance measures, and targets. CA Marines should be familiar with the latest iteration of these plans as a part of their overall area studies. Additionally, CA Marines should use the ICS for future coordination and planning supporting security cooperation events, e.g. medical civic action program, dental civic action program, civil affairs assessments, etc. Additionally, CA

Marines should be aware of the Mission Disaster Relief Officer (MDRO). MDRO is appointed by the COM and is responsible for preparing Appendix J (Assistance to Host Country in a Major Accident or Disaster or simply Mission Disaster Relief Plan) of the Mission's Emergency Action Plan.

4. UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

a. **Mission**. USAID is the lead federal agency for development (and foreign disaster relief) and carries out programs that complement DoS and DoD efforts in stabilization, disaster response, foreign internal defense, and security force assistance. USAID is the principal government agency for planning and administering assistance to developing countries and is an operational agency of the State Department for providing social and economic assistance designed to support U.S. policy. USAID offers governmental coordination services through two of its divisions: Democracy, Conflict and Humanitarian Assistance (DCHA) and Office of Civilian-Military Cooperation (CMC).

b. **DCHA**. DCHA works around the world, focusing primarily on four objectives:

(1) Prevention - DCHA seeks to strengthen resiliency by helping vulnerable states and communities prepare for and mitigate the impacts of disasters; consolidate new, effective democratic institutions; and address underlying grievances that cause instability and conflict. CA Marines should be familiar with the tools and methodologies used to understand these environments such as Interagency Conflict Assessment Framework (ICAF) and Stability Assessment Framework (SAF).

(2) Response - Providing humanitarian assistance (HA) and, in response to large-scale disasters, deploying expert teams that draw upon the full spectrum of USG capabilities.

(3) Recovery - After a disaster, promoting recovery by supporting livelihoods, markets, and the sustainable provision of basic services.

(4) Transitions - Promoting peaceful political transitions by strengthening civil society and respect for human rights, facilitating reconciliation, supporting effective democratic governance, and fostering the resumption of basic economic activity.

c. **DCHA Offices.** DCHA has nine offices headquartered in Washington, D.C:

(1) The Office of Civilian-Military Cooperation. Serves as USAID's primary point of contact with the DoD, providing liaison to major military commands (e.g. Geographic Combatant Commands), training to USAID and U.S. military personnel, and planning and coordinating assistance in support of all programs of interest to both USAID and the military.

(2) The Office of Conflict Management and Mitigation. Identifies and analyzes sources of conflict, supports early responses to address the causes and consequences of instability and violent conflict, and supports integration of conflict mitigation and management into USAID's analysis, strategies, and programs.

(3) The Office of Civilian Response. A part of an interagency effort led by DoS, CSO trains and deploys direct-hire civilian experts with a wide array of critical skills to augment USAID and broader USG efforts in crisis-affected countries.

(4) The Office of U.S. Foreign Disaster Assistance (OFDA). Provides and coordinates USG HA in response to international disasters and also assists communities and governments in building capacity to prepare for disasters and to mitigate their consequences.

(5) Other Offices:

(a) The Office of Transition Initiatives

(b) The Office of Food for Peace

(c) The Center of Excellence on Democracy, Human Rights and Governance

(d) The Office of Program, Policy, and Management

(e) The Office of American Schools and Hospitals Abroad

d. **DART.** In disaster situations, OFDA may send regional and technical experts to affected countries to identify and prioritize humanitarian needs. OFDA can deploy a Disaster Assistance Response Team (DART) to coordinate and manage a USG

response, while working closely with local officials, the international community, and relief agencies. OFDA maintains emergency relief supplies in warehouses worldwide with logistical and operational capabilities to deliver them quickly. Upon request and with concurrence of the local COM, a DART may deploy to assist in the coordination of disaster relief efforts. DARTs provide specialists trained in a variety of disaster relief skills to assist U.S. Embassies and USAID Missions with the management of the USG response to disasters. DART provides an operational presence capable of carrying out sustained response activities.

e. **Sector Approach**. OFDA fulfills its mandate of saving lives, alleviating human suffering, and reducing the social and economic impact of disasters worldwide in concert with USAID functional and regional bureaus and interagency partners. In a manner very similar to the United Nations' (UN) "Cluster Approach," OFDA uses a humanitarian sector framework to analyze, fund, and respond to crises. Note that OFDA support focuses on, but is not limited to, these sectors. OFDA uses the eleven sectors to apply a systematic approach to planning and response. While similar, the eleven OFDA sectors are not an exact match with the eleven UN Clusters.

f. **USG Disaster Response**

(1) **Overview**. DoD Directive (DoDD) 5100.46 - Foreign Disaster Response (FDR) - establishes policy guidance for FDR operations, defines FDR as prompt aid used to alleviate the suffering of foreign disaster victims, and provides for Service component participation in FDR operations only after DoS makes a determination that FDR shall be provided. DoD policy dictates that U.S. military operations in FDR should be clearly defined, the risks should be minimal and other core DoD missions should not be affected. The USG response to foreign disasters is not a linear process; it involves nearly simultaneous activities of several key officials and agencies within the DoS, USAID and DoD.

(2) **Embassy Actions**

(a) The MDRO takes several actions when a foreign disaster occurs:

1. Verifies the magnitude of the disaster and the impact on the population.

2. Notifies COM / provides an overview of the situation.

3. Contacts USAID / OFDA's Regional Advisor in affected region.

4. Drafts Disaster Declaration Cable for approval by the COM, alerts USAID / OFDA Washington - sometimes using a Disaster Alert Cable.

(b) When requesting assistance from USAID / OFDA, the COM issues a Disaster Declaration Cable stating that the disaster has met the following USAID / OFDA criteria:

1. The affected State requests, or will accept, assistance.

2. The disaster is beyond the ability of the affected State to respond.

3. Responding is in the interest of the USG.

(3) Disaster Response. The USAID/OFDA disaster response includes several options:

(a) Provide an initial \$50,000 for immediate disaster relief.

(b) Deploy Regional Advisors to the affected State.

(c) Deploy an Assessment Team.

(d) Provide USG relief commodities from USAID/OFDA warehouses.

(e) Deploy a DART.

(f) Stand up a Response Management Team in Washington.

(g) Provide grants / funding to UN, NGOs, and IGOs.

If USAID/OFDA identifies a requirement within an affected State that can be most effectively met by DoD, DoS will initiate a request through the Office of the Secretary of Defense (SECDEF). Upon approval by SECDEF or Deputy SECDEF, the GCC is authorized to commence relief operations.

5. 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 essence 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. 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) In essence, "interorganization" refers to 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) Military Operations. U.S. military operations in support of the UN usually fall within Chapter VI (Pacific Settlement of Disputes) or Chapter VII (Action with Respect to Threats to the Peace, Breaches of the Peace, and Acts of Aggression) of the UN Charter.

(3) Civil-military Coordination. MAGTF and CA Marines will likely work with:

(a) UN Office for the Coordination of Humanitarian Affairs (OCHA). OCHA does not execute programs, but serves as the overarching coordination mechanism for the rest of the UN operational agencies mobilizing international assistance. The UN Humanitarian Coordinator (UNHC) has overall responsibility for ensuring coherence of relief efforts in the field.

(b) United Nations Humanitarian Civil-Military Coordination (UN-CMCoord). UN-CMCoord facilitates dialogue and interaction between civilian and military actors supporting a disaster response. CMCoord Section (CMCS) based in Geneva has been designated the focal point in the UN system for humanitarian civil-military coordination. It is important to note that CMCS is not affiliated with the USAID, DCHA Bureau, CMC Office.

(4) 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

(g) Early Recovery: United Nations Development Program

(h) Logistics: World Food program (WFP)

(i) Emergency Telecommunications: OCHA / UNICEF / WFP

d. **Nongovernmental Organizations**

(1) Defined. NGOs are independent, diverse, flexible, grassroots-focused organizations that range from primary relief and development providers to human rights, civil society, and conflict resolution organizations. Their mission is often one of a humanitarian nature and not one of assisting the military in accomplishing its objectives. JP 1-02 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."

(2) Examples. There are over 40,000 NGOs in existence. There are numerous notable examples. An excellence resource for the NGO worldwide directory is the World Association of Non-Governmental Organizations (WANGO). WANGO helps NGOs connect, partner, and share their contributions to solve problems (www.wango.org/resources.aspx?section=ngodir).

(3) Coordination Considerations. 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) as defined in the "Oslo Guidelines." Some organizations employ a more strict interpretation of these nonbinding guidelines, applying them not just to humanitarian assistance as specifically referenced, but also to advocacy, development, and civil society work. The extent to which specific NGOs are willing to cooperate with the MAGTF can vary considerably. 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. In a permissive environment, military engagement, security cooperation, and deterrence activities may coincide with NGO objectives.

(a) MAGTF Goals. The MAGTF may be tasked with missions that bring them into close contact with (if not support of) IGOs and NGOs. In such circumstances, it is mutually beneficial to closely coordinate the activities of all participants. A climate of interorganizational cooperation should be the primary goal. The secondary goal would be establishing good rapport with NGOs maintaining neutrality. The tertiary goal (although often critical) is to monitor openly hostile NGOs and, when applicable, develop mitigation strategies.

(b) Coordination Mechanisms. The creation of a framework for structured civil-military interaction, such as a civil-military operations center (CMOC), allows the military and NGOs to meet and work together in advancing common goals. Other such agencies include humanitarian operations center(s) (HOC), humanitarian assistance coordination center(s) (HACC), and the UN civil-military coordination center(s) (UN-CMCoord).

(c) Information Sharing Considerations. 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 include open access Sharepoint, unclassified web portals, etc.

(d) Civ-Mil Tasking. Taskings to support IGOs and NGOs are normally for a short-term purpose due to extraordinary events. In most situations, logistics, communications, and security are those capabilities most needed. It is, however, crucial to remember that in such missions the role of the MAGTF should be to **enable, not perform**, IGO and NGO tasks. MAGTF commanders and other decision makers should understand that mutually beneficial arrangements between the MAGTF and other organizations may be critical to the success of the overall mission.

e. **International Committee of the Red Cross.** 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.

REFERENCE:

MCWP 3-33.1 MAGTF Civil-Military Operations
JP 1 Doctrine of the Armed Forces of the United States
JP 1-02 DoD Dictionary
JP 3-07 Stability Operations
JP 3-08 Interorganizational Coordination
JP 3-57 Civil-Military Operations
DoDD 5100.46 Foreign Disaster Response
GTA 90-01-030 DoD Support to Foreign Disaster Relief
United States Institute for Peace: *Guide for Participants in Peace, Stability, and Relief Operations*
United Nations Office for the Coordinator of Humanitarian Assistance: *Guidelines on the Use of Military and Civil Defense Assets in Disaster Relief*

