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MAGTF

Interorganizational Coordination



U.S. Marine Corps

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DEPARTMENT OF THE NAVY
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Washington, D.C. 20350-3000

15 April 2015

FOREWORD

Marine Corps Reference Publication 3-36B, *MAGTF Interorganizational Coordination*, is designed to assist Marines at every level in coordinating with United States governmental agencies, intergovernmental organizations, and nongovernmental organizations, as well as commercial entities that may be required to achieve national objectives in today's complex operational environments. This reference publication underscores the importance of pursuing the unity of effort needed for success in contingency operations that require interoperability with a host of organizations that are not part of Marines' formal chain of command.

The intent of this publication is to provide Marines with the basics necessary to integrate MAGTF operations with the other instruments of national power. As other Marine Corps publications provide insight into the understanding of "combined arms," Marine Corps Reference Publication 3-36B serves as a guide for the understanding of the "combined tools" of interorganizational partners. The most important features of this publication are the information leads, which can be expanded by any Marine using a computer and an Internet search engine.

This publication provides the foundation for Marine Corps interaction with its interorganizational partners. It is imperative that commanders, leaders, and planners at all levels become familiar with this reference publication as future military operations will increasingly demand interorganizational coordination and interoperability.

Reviewed and approved this date.

BY DIRECTION OF THE COMMANDANT OF THE MARINE CORPS

A handwritten signature in black ink, appearing to read 'K. J. Glueck, Jr.', with a stylized, cursive script.

K. J. GLUECK, JR.
Lieutenant General, U.S. Marine Corps
Deputy Commandant for Combat Development and Integration

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TABLE OF CONTENTS

Chapter 1. Overview

| | |
|--|-----|
| Purpose | 1-1 |
| Policy | 1-1 |
| Range of Military Operations | 1-1 |
| Unified Action and Unity of Effort | 1-2 |
| Comprehensive Approach | 1-2 |
| Whole of Government Approach | 1-3 |
| The Joint Force Commander | 1-3 |
| The Marine Air-Ground Task Force Commander | 1-4 |
| Civil-Military Operations | 1-4 |

Chapter 2. Interorganizational Planning Considerations

| | |
|--|-----|
| Domestic Considerations | 2-1 |
| Homeland Security Council | 2-1 |
| Geographic Combatant Commanders and Chairman of the Joint Chiefs of Staff | 2-1 |
| Federal Emergency Management Agency | 2-3 |
| Foreign Considerations | 2-3 |
| Department of Defense Role in the National Security Council System | 2-3 |
| The Country Team | 2-3 |
| Geographic Combatant Commanders | 2-3 |
| Authorities | 2-4 |
| Assessment | 2-4 |
| Initial Assessment | 2-4 |
| Assessment Frameworks | 2-5 |
| Transitions | 2-5 |
| Interorganizational Planning Challenges | 2-5 |
| Geographic Focus | 2-6 |
| Organizational Understanding | 2-6 |
| Resources | 2-6 |
| Interagency Framework | 2-6 |
| Timelines | 2-6 |
| Terminology | 2-6 |
| Information Sharing | 2-6 |
| Communication | 2-7 |
| Mission Essential Tasks Requiring Interorganizational Coordination | 2-7 |
| Populace and Resources Control | 2-7 |
| Foreign Humanitarian Assistance | 2-8 |
| Nation Assistance | 2-8 |
| Civil Information Management | 2-8 |
| Support to Civil Administration | 2-9 |

| | |
|---|------|
| Interorganizational Planning Considerations | 2-9 |
| Problem Framing. | 2-9 |
| Course of Action Development. | 2-10 |
| Course of Action Wargaming | 2-10 |

Chapter 3. Interorganizational Coordination Resources and Enablers

| | |
|--|-----|
| Assessment Models. | 3-1 |
| Interagency Conflict Assessment Framework | 3-1 |
| Stability Assessment Framework | 3-2 |
| Interagency Security Sector Assessment Framework. | 3-2 |
| Maritime Security Sector Reform Guide | 3-2 |
| Progress in Conflict Environments | 3-2 |
| Other Models. | 3-3 |
| Civil Affairs Structure. | 3-3 |
| Civil-Military Operations Center | 3-3 |
| Defense Support to Civil Authorities Handbook | 3-4 |
| Doctrine. | 3-4 |
| Joint Publication 3-07, <i>Stability Operations</i> | 3-4 |
| Joint Publication 3-08, <i>Interorganizational Coordination During</i> <i>Joint Operations</i> | 3-4 |
| Marine Corps Interim Publication 3-33.02, <i>Maritime Stability</i> <i>Operations</i> | 3-4 |
| Marine Corps Warfighting Publication 3-33.1, <i>Marine Air-Ground</i> <i>Task Force Civil-Military Operations</i> | 3-5 |
| Marine Corps Warfighting Publication 3-33.5, <i>Insurgencies and</i> <i>Countering Insurgencies</i> | 3-5 |
| Intelink | 3-5 |
| Joint Interagency Coordination Group | 3-5 |
| Planning Resources. | 3-6 |
| Department of State | 3-6 |
| United States Agency for International Development | 3-7 |
| Diplomacy, Development, and Defense | 3-8 |

Appendices

| | | |
|---|--|-----|
| A | Nongovernmental Organizations | A-1 |
| B | Intergovernmental Organizations | B-1 |
| C | Department of State Organizational Chart | C-1 |
| D | United States Agency for International Development Organizational Chart | D-1 |
| E | Department of Defense Organizational Chart. | E-1 |
| F | Locations of Marines Within the Interagency. | F-1 |
| G | Marine Attachés and Locations. | G-1 |
| H | Locations of Interagency Personnel Within the Marine Corps. | H-1 |
| I | Locations of Interagency Civilians/Specialists Within the Marine Corps as of 2014 | I-1 |

| | | |
|---|---|-----|
| J | Department of State, United States Agency for International Development, and Department of Defense Global Areas of Responsibility Map | J-1 |
| K | United States Government Departments and Agencies | K-1 |
| L | Department of Homeland Security Organizational Chart | L-1 |

Glossary

References and Related Publications

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CHAPTER 1

OVERVIEW

Purpose

In *The United States Marine Corps: America's Expeditionary Force in Readiness*, the Commandant of the Marine Corps states that the role of the Marine Corps is to be “responsive and scalable,” teaming “with other Services, interagency partners, and allies.” Forecasts of the future security environment include threats and challenges; the solutions for which require a sustainable, integrated, whole-of-government application of national power and influence. Collaboration with the Marine Corps’ interagency partners, nongovernmental organizations (NGOs) (see app. A), intergovernmental organizations (IGOs) (see app. B), and multinational partners before and during a crisis is a critical component to reduce risk and help ensure the Nation’s strategic success. Undersecretary of Defense for Policy, Michèle Flournoy, underscored this need for collaboration (see Center for Strategic and International Studies reference):

We also can’t do this alone. This is an effort that is going to be important for all of us to be engaged in. We are going to look for broad and deep contributions, not only across the U.S. Government, but also from other sectors, from NGOs, from think tanks, from the private sector and also from our allies and international partners abroad.

United States law, policy, and the requirements of ongoing operations dictate that Marines integrate interorganizational capabilities into both Service-led operations and operations in support of another Service, partner, or ally. Effective integration requires an understanding of the authorities available to a Marine air-ground task force (MAGTF) and its partners, as well as their application in a complex operational environment. Some examples include

crisis response, humanitarian assistance, and disaster relief; stability operations; and support of civil authority, governance, and rule of law. Marines must understand issues and responsibilities beyond the traditional role mandated in US Code, Title 10, *Armed Forces*. Marines must also understand the capabilities and limitations of partnering organizations, and coordinate with them from the early planning phase through enabling civil authority (phase V operations).

Policy

In 2010, the Commandant of the Marine Corps directed improvement in Marine Corps interagency interoperability. It was an effort that yielded the *United States Marine Corps Interagency Integration Strategy*—which became Annex V to the *Marine Corps Service Campaign Plan*—and involved both policy and capability development products and articulates this mission:

The Marine Corps will strengthen integration with select interagency organizations in order to effectively plan and execute operations across the range of military operations, both for current operations and to posture Marine Corps forces to remain the Nation’s premier expeditionary force in readiness.

Range of Military Operations

The United States employs its military capabilities at home and abroad through a variety of operations in support of its national security goals. Operations vary in size, purpose, and intensity and include military engagement,

security cooperation, deterrence activities, crisis response and limited contingency, counter-insurgency, small wars, and, if necessary, conventional operations and campaigns.

Moreover, the range of military operations is expanding, most recently to include a range of tasks associated with stability operations. As a result, members of the Armed Forces of the United States are increasingly deployed into complex and volatile situations where the separation between the warfighting and peace support is unclear. The requirement for pre-conflict and post-conflict stabilization has become central, such as the conflicts in Iraq and Afghanistan. Since a significant overlap of work by the Department of State (DOS) (see app. C), the United States Agency for International Development (USAID) (see app. D), the Department of Defense (DOD) (see app. E), as well as a host of other organizational entities is involved, a well coordinated and joint approach is essential. In recent years, the United States has frequently operated in coalitions with allies and international organizations when a common understanding of methods and desired outcomes becomes even more important.

Unified Action and Unity of Effort

As discussed in Joint Publication (JP) 1, *Joint Doctrine for the Armed Forces of the United States*, unified action is the synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort. Unity of effort, JP 1 further defines, is coordination and cooperation toward common objectives, even if the participants are not necessarily part of the same command or organization, which is the product of successful unified action. Marines and civilians from the inter-agency have historically executed tours and fellowships with organizations outside their parent organization (see apps. F, G, H, and I). Marines

conducting complex operations in the future security environment will continue to pursue unity of effort to achieve unified action objectives.

Achieving effective interorganizational command and control in the military sense is extremely challenging because of the number of interorganizational entities participating as partners in the operating environment. Command and control is further complicated because many of these partners are not under the military chain of command. Other constructs for managing and influencing military and interorganizational partnered operations are required to achieve unified action and unity of effort.

Military forces organize to achieve unity of command, a central principal of joint operations. Achieving unity of command is possible as all military forces work in a hierarchy in which one person is in charge of the overall military operation. Unity of effort requires dedication to establish personal relationships among military commanders, subordinates, and interorganizational counterparts. Commanders must understand the differing perspectives of organizations outside the DOD (see app. J for an example).

Comprehensive Approach

The comprehensive approach is a concept associated with civil-military cooperation that originated with the British Ministry of Defense and has been adopted by the European Union and the North Atlantic Treaty Organization (NATO) as its new strategic concept. It seeks to stimulate a cooperative culture within a collaborative environment, while facilitating a shared understanding of the situation. In its simplest form, a comprehensive approach should invigorate existing processes and strengthen interorganizational relationships. This approach should forward the respective goals of all parties, ensuring stakeholders do not negate or contradict the efforts of others.

Unified action is the DOD doctrinal term that represents a comprehensive approach. It begins with national strategic direction from the President and includes a wide scope of actions including interorganizational coordination techniques, information sharing, collaborative planning, and the synchronization of military operations with the activities of all the civilian stakeholders. Interorganizational coordination depends on a spirit of cooperation, while military efforts depend on command and control and doctrine. However, some of the techniques, procedures, and systems of military command and control can facilitate unified action when adjusted to the dynamics of interorganizational coordination and different organizational cultures. Marine leaders should work with civilian stakeholders with skill, tact, and persistence. Unified action is promoted through close, continuous coordination and cooperation, which are necessary to overcome confusion over objectives, inadequate structure or procedures, and bureaucratic and personnel limitations.

Achieving unity of effort requires the application of a comprehensive approach that includes coordination, consensus building, cooperation, collaboration, compromise, consultation, and deconfliction among all the stakeholders toward an objective. An inclusive approach of working closely with stakeholders is often more appropriate than a military, C2 focused approach. Taking an authoritative, military approach may be counterproductive to effective interorganizational relationships, impede unified action, and compromise mission accomplishment. Gaining unity of effort is never settled and permanent; it takes constant effort to sustain interorganizational relationships.

Whole of Government Approach

The 2010 *National Security Strategy* calls for integrated government participation to best ensure national security. One of its overarching goals is to ensure that diplomacy, development,

and defense are not considered separate entities—either in substance or process. Rather, diplomacy, development, and defense goals must be integrated to pursue national security objectives. The whole of government approach is based on the following ideals:

- Common understanding of the situation.
- Common vision or goals for the mission.
- Coordination of efforts to ensure continued coherency.
- Common measures of progress and ability to change courses, if necessary.
- Interagency integrated decisionmaking.
- Engagement with the host nation and other joint, interagency, intergovernmental, and multinational partners.

The DOS is charged with leading the whole-of-government approach to developmental and diplomatic efforts in foreign countries. The DOS leads and coordinates US interagency participation that includes not only the United States, but also the host nation, other nations, IGOs, cooperating NGOs, and other participants. In most cases, primary coordination occurs with the country team. The Marine component provides inputs to a geographic combatant commander (GCC) who, in turn, formulates his/her theater support campaign plans with the country teams in his/her combatant command. (See app. K for a list of departments and agencies that could operate in the same region as the MAGTF and require coordination or interaction with the commander and his/her staff.)

The Joint Force Commander

Regardless of whether the operation is domestic or foreign, the US military conducts joint operations commanded by a joint force commander (JFC). A JFC may be a combatant commander, subordinate unified commander, or joint

task force (JTF) commander authorized to exercise combatant command (command authority) or operational control over a joint force. During Phase 0, which is to shape the environment, GCCs conduct operations through their Service components. In other situations requiring the use of military force, GCCs create JTFs, which provide air, ground, and naval forces to the JTF commander. Most JTF commanders organize by function with air, ground, and naval components. See JP 1 for additional information on unified action.

The Marine Air-Ground Task Force Commander

The MAGTF commander and his/her staff have expanded responsibilities when their operations occur alongside other organizational actors, especially in the area of problem understanding and operational deconfliction. These expanded responsibilities place increased demands on commanders and staffs at all levels that hold rigidly to military principles of chain of command and doctrine. Working with interorganizational partners requires negotiation skills, compromise, and patience.

Commanders and staff officers interact with a larger number of personnel who are not under the formal military chain of command. Marines must understand the roles and responsibilities of these new partners and work with them to ensure a common approach to problem framing and problem solving is developed.

Civil-Military Operations

At the strategic, operational, and tactical levels, civil-military operations (CMO) are the primary military activities required to coordinate military and nonmilitary instruments of national power anytime civilians are involved or present in a conflict across the range of military operations. As military operations are derived from and depend upon national and international diplomacy, country plans for development, and strategic defense considerations, there are new and greater demands on civil-military planning and implementation capabilities within the operating forces.

Civil-military operations are the activities of a commander performed by designated civil affairs or other military forces that establish, maintain, influence, or exploit relations between military forces, governmental and nongovernmental civilian organizations and authorities, and the civilian populace in a friendly, neutral, or hostile operational area. Such activities facilitate military operations and consolidate and achieve operational US objectives. Civil-military operations may include military forces conducting activities and functions that are normally the responsibility of the local, regional, or national government. These activities may occur prior to, during, or subsequent to other military actions. They may also occur, if directed, in the absence of other military operations. Civil-military operations may be performed by designated civil affairs forces, by other military forces, or by a combination of civil affairs and other forces. See JP 3-57, *Civil-Military Operations*, for additional information.

CHAPTER 2

INTERORGANIZATIONAL PLANNING CONSIDERATIONS

Domestic Considerations

The Department of Homeland Security (DHS) (see app. L) leads the unified national effort to secure America by preventing and deterring terrorist attacks and protecting against and responding to threats and hazards to the Nation. Within the DOD, the Secretary of Defense (SecDef) has overall authority for DOD and is the President's principal advisor on military matters concerning homeland defense and defense support of civil authorities (DSCA). The Assistant Secretary of Defense for Homeland Defense and US Security Affairs within the Office of the Under Secretary of Defense for Policy provides the overall direction and supervision for policy, program planning and execution, and allocation of DOD resources for homeland defense and DSCA.

Homeland Security Council

The Homeland Security Council is made up of the President, Vice President, Secretary of Homeland Security, Attorney General, SecDef, and such other individuals as may be designated by the President. For the purpose of more effectively coordinating the policies and functions of the United States Government (USG) relating to homeland security, the Homeland Security Council—

- Assesses the objectives, commitments, and risks of the United States in the interest of homeland security and makes resulting recommendations to the President.
- Oversees and reviews homeland security policies of the USG and makes resulting recommendations to the President.
- Performs such other functions as the President may direct.

Geographic Combatant Commanders and Chairman of the Joint Chiefs of Staff

The two GCCs with major homeland defense and DSCA missions are US Northern Command and US Pacific Command, as their areas of responsibility include the United States and its territories. The Chairman of the Joint Chiefs of Staff (CJCS) has numerous responsibilities relating to homeland defense and homeland security, which include the following:

- Advising the President and SecDef on operational policies, responsibilities, and programs.
- Assisting the SecDef with implementing operational responses to threats or acts of terrorism.
- Translating SecDef guidance into operation orders to provide assistance to the primary agency.

The CJCS ensures that homeland defense and DSCA plans and operations are compatible with other military plans. Military operations inside the United States and its territories, though limited in some respects, fall into two mission areas—homeland defense and DSCA.

Homeland Defense

Homeland defense is the protection of United States sovereignty, territory, domestic population, and critical defense infrastructure against external threats and aggression or other threats as directed by the President. The Department of Defense serves as the lead federal agency, and military forces are used to conduct military operations in defense of the homeland.

Defense Support of Civil Authorities

The DOD serves in a supporting role to other USG agencies by providing DSCA at the federal,

state, tribal, and local levels. Every year, citizens of the United States, in all regions of the Nation, are threatened with loss of life and property as the result of natural disasters. In a period of only eight years, between 2000 and 2008, natural disasters of considerable severity resulted in 426 Presidential Disaster Declarations, an average of four per month.

National Guard units, under the control of their respective state governors, have traditionally been the primary military responders to domestic natural disasters and other such emergencies. Federal forces are generally called upon only after state resources are exhausted or overwhelmed, or a specific capability is otherwise unavailable and federal assistance has been requested by the governor.

Defense support of civil authorities is defined in both DOD Directive 5111.13, *Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs (ASD[HD&ASA])*, and DOD Directive 3025.18, *Defense Support of Civil Authorities (DSCA)*. Department of Defense Directive 3025.18 defines DSCA as:

Support provided by U.S. Federal military forces, DoD civilians, DoD contract personnel, DoD Component assets, and National Guard forces...when the Secretary of Defense, in coordination with the Governors of the affected States, elects and requests to use those forces...in response to requests for assistance from civil authorities for domestic emergencies, law enforcement support, and other domestic activities, or from qualifying entities for special events.

Due to readiness requirements, military personnel are capable of rapid response to a variety of emergencies. Because military personnel and their associated equipment can often be effectively employed in DSCA operations, civil authorities continue to call upon the military for assistance.

Emergency preparedness liaison officers (EPLOs) are reserve officers who perform planning and liaison duties between DOD components and USG agencies. The duties of the EPLO include the following:

- Provide DOD and Service liaisons among USG agencies and organizations and the Services.
- Facilitate planning, coordination, and training for military support to civil authorities and national security emergency preparedness.
- Advise USG agencies and organizations on DOD and Service capabilities and resources.
- Advocate mutual support required by DOD.
- On order, augment DOD response to domestic emergency operations.

United States Marine Corps Forces, North and United States Marine Corps Forces, Pacific are the operational sponsors for the training and deployment of Marine Corps EPLOs in support of DOD DSCA operations within their respective areas of responsibility. These EPLOs will be assigned by the regional commander to the staff of a MAGTF during DSCA operations as subject matter experts to assist in planning and coordination.

The authorities for provision of DSCA are found in legal statute, DOD policy, and crisis action orders. The authorities for DOD components to conduct DSCA operations are found in such documents as DOD Directive 3025.18 and CJCS DSCA exercise orders. Additional guidance for DSCA can be found in such joint publications as JP 3-28, *Defense Support of Civil Authorities*, as well as the Graphic Training Aid 90-01-020, *DSCA Handbook—Tactical Level Commander and Staff Toolkit* (commonly referred to as the DSCA Handbook). Service directives and doctrine include Marine Corps Order 3440.7B, *Domestic Support Operations*; Marine Corps Warfighting Publication 3-36.2, *Multi-Service Tactics, Techniques, and Procedures for Defense Support of Civil Authorities and Integrating with National Guard Civil Support*; and the Marine Corps DSCA execute order.

Federal Emergency Management Agency

Under the direction of the DHS, the Federal Emergency Management Agency (FEMA), is the primary agency in the federal response to natural disasters. Department of Defense resources, in coordination with FEMA, may be requested to augment local, state, and federal capabilities in assisting with a state-led response. An exception is wildland firefighting, in which case the National Interagency Fire Center is the primary authority.

Foreign Considerations

The foreign considerations in the following subparagraphs are taken from information discussed in JP 3-08, *Interorganizational Coordination During Joint Operations*.

Department of Defense Role in the National Security Council System

The Secretary of Defense is a regular member of the National Security Council (NSC) and the NSC Principals Committee. The NSC System is the channel for the CJCS to discharge substantial statutory responsibilities as the principal military advisor to the President, SecDef, and the NSC. The CJCS acts as spokesperson for the combatant commanders, especially on their operational requirements. The CJCS also represents combatant command interests in the NSC System through direct communication with the combatant commanders and their staffs. Combatant commanders and their staffs can coordinate most of their standing requirements with the chief of mission (COM) and their joint interagency coordination group (or equivalent organization).

The Country Team

The senior, US bilateral coordinating and supervising representative body in the foreign country, known as the country team or diplomatic mission,

is established in accordance with the Vienna Convention on Diplomatic Relations, on which the United States is a signatory. The DOS provides the core staff of a country team and coordinates the participation of representatives of other USG agencies in the country. A country team is led by the COM, who is usually the ambassador or the *chargé d'affaires* when no US ambassador is accredited to the country or the ambassador is absent from the country. The bilateral COM has authority over all USG personnel in country, except for those assigned to a combatant command, a USG multilateral mission, or an international governmental organization. The COM provides recommendations and considerations for crisis action planning directly to the GCC and JTF. 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 US military activities with the foreign policy direction being taken by the USG toward the host nation.

The country team system provides the foundation for rapid interagency consultation and action on recommendations from the field and effective execution of US programs and policies. Each US mission prepares an annual mission strategic resource plan (MSRP) that sets country-level US foreign policy goals, resource requests, performance measures, and targets.

Geographic Combatant Commanders

The following geographic combatant commands have responsibilities beyond the continental United States:

- United States Central Command.
- United States European Command.
- United States Pacific Command.
- United States Southern Command.
- United States Africa Command.

Geographic combatant commands are augmented by representatives from other USG agencies to

effectively bring all instruments of national power to theater and to incorporate those instruments into regional strategies and into campaign and operation plans.

Authorities

All operations, both foreign and domestic, are governed by a set of authorities that generally cover legal and fiscal aspects of operations. Each USG agency has different authorities, which govern the operation of the agency and determine the use of its resources. These authorities derive from several sources: the Constitution, their federal charter, presidential directives, congressional mandates, and strategic direction. As such, some of these authorities are long standing while others exist only for the specific operation. It is important that the definition of these authorities be clearly understood and documented early in planning.

Other authorities are derived from a variety of international sources, such as the Geneva and Hague Conventions, United Nations (UN) resolutions, treaties, case law, and customary law. Some authorities, such as the laws of war, come from the Geneva and Hague conventions and cover the conduct of armed conflict. The UN charter provides specific authorities for peace-making and peace enforcement operations, and the United Nations has an entire convention on the laws of the sea. Other authorities, such as US Code, Title 18, *Crimes and Criminal Procedure*, limits military participation domestically.

Note: IGO authorities are based on a formal agreement among member governments; however, NGOs are independent of national governments and IGOs. Each has a unique and individual governance system.

The staff judge advocate and comptroller should be consulted early in the planning to ensure the full range of legal and fiscal authorities have been identified.

Assessment

Assessment is a continuous process that measures the overall effectiveness of employing joint force capabilities during military operations. (JP 3-0, *Joint Operations*) It is used to determine progress toward accomplishing a task, creating an effect, or achieving an objective.

Assessment begins as soon as the force receives an alert or warning and does not end until after the force has ceased operations and left the area. Beginning with an initial assessment, which serves as the basis, planning develops into an operational assessment, which determines how well the plan is being carried out and if objectives are being met. The assessment is continually reviewed and plans may be changed as required by the evolving situation.

Assessment is a term that has different meanings within USG agencies. The Department of Defense refers to assessment broadly, encompassing reporting, monitoring, and evaluation activities within the broader construct of assessment. Other USG agencies, such as DOS and USAID, view assessment as an analysis based on a snapshot in time that informs strategy/policy creation, planning, and programmatic decisions. Monitoring, or reporting, occurs while a program is in place, measuring visible, quantifiable output/impact on a designated set of indicators. Evaluation is the analytic assessment that is informed by the monitoring analytic phase, which informs adjustments to the program/plan. Efforts must be made by all parties involved to understand these important nuances of assessment.

Initial Assessment

The purpose of the initial assessment is to understand the situation and to determine the nature, scope, and severity of the problem(s) at hand. The situation is always more complicated than it seems when the military force first becomes involved. As much as possible, the initial assessment should be a collaborative effort of the military force and

partnering organizations, which may be US military and federal civilian agencies, international civilian and military, as well as host nation civilian and military.

In many cases, such as in disaster relief operations, there may not be enough time to thoroughly conduct the initial assessment or to work the assessment with partner agencies before planning must quickly transition to execution. In these cases, the initial assessment process will have to continue simultaneously with planning and execution. From this perspective, the initial assessment will continue to inform the planning process as new partners join and new developments arise.

Assessment Frameworks

Several assessment frameworks have been developed to assist in assessments. Depending on their specific purpose, they can be used as tools to develop an interagency initial assessment, assess conflicts, or measure progress. One such tool is the maritime security sector reform (MSSR) guide, which is published by the DOS and used for maritime stability operations. The Interagency Conflict Assessment Framework (ICAF) is another tool used for initial conflict assessments. A listing of useful assessment tools is provided in chapter 3 of this publication.

Transitions

Transition is a passage from one state, change, subject, or place to another. Transitions may occur between military forces of the same or of different countries, between military forces and civilian agencies, or between civilian agencies. Each distinct type of transition has its own unique challenges. It is important to recognize the type of transition at hand and plan accordingly.

There are two important considerations with regard to transitions. First, as military forces are often first on the scene with the greatest security

capability, they are often designated as the lead organization for some initial aspect of the operation. Military forces accept this responsibility and must plan for an early transition of the lead to the more appropriate organization once the security situation is restored. Second is the transfer of authority to the host nation as soon as it has the required capability and capacity.

Transitions must be planned in as much detail as possible. Consider naval forces engaged in foreign humanitarian assistance (FHA). The transition challenge revolves around the limited resources and capabilities of most aid providers and the restrictions on US Code, Title 10 funding of these nonmilitary functions. In planning the transitions for FHA, the JFC must coordinate closely with the country team and GCCs to establish timelines and public information related to the transition of maritime support to FHA activities. For more information, see JP 3-29, *Foreign Humanitarian Assistance*.

In some cases a transitional military authority may be required in ungoverned areas, occupied territory, or an allied or neutral territory liberated from enemy forces (including insurgent or rebelling forces). (JP 3-07, *Stability Operations*) A transitional military authority is a temporary military government exercising the functions of civil administration in the absence of a legitimate civil authority. It exercises temporary executive, legislative, and judicial authority in a foreign territory. The authority to establish military governance resides with the President; moreover, United States forces will only assume control prescribed in directives to the joint force commander.

Interorganizational Planning Challenges

Within each organization, differences in organizational priorities result in critical differences in planning. These organizational differences can pose challenges in ensuring the alignment of the various plans. The following subparagraphs summarize some of the most common planning

challenges among the DOS, USAID, and the DOD, but such challenges are applicable across all interorganizational partners.

Geographic Focus

While DOD emphasizes regional plans through the theater campaign plans of the combatant commands, USAID and DOS place a much greater emphasis on country-level planning. This can result in frustration as GCC planners have difficulty identifying DOS and USAID regional priorities while, conversely, DOS and USAID have difficulty understanding DOD's activities at the country level. However, DOD is focusing increasing attention on country-level planning while DOS and USAID are more robustly addressing regional approaches. Such changes have been directed in The Quadrennial Diplomacy and Development Review (QDDR), *Leading Through Civilian Power*, which is sponsored by DOS.

Organizational Understanding

A lack of understanding by counterparts of how each of the participating organizations are structured and how each approaches its responsibilities can result in misunderstandings and communication failures. Organizations tend to have their own unique culture, which influences their decisionmaking processes and how they perceive and approach problems.

Resources

Whether human, financial, or physical, the resource disparities between participating organizations can be substantial. The DOS and USAID have far fewer people than DOD does, and they are, in many cases, deployed at the country level. Nongovernmental organizations and international governmental organizations are especially resource challenged. These resource disparities in quantity and location often pose challenges throughout the planning, execution, and assessment continuum.

Interagency Framework

The USG lacks a comprehensive, multilevel, institutionalized interagency framework under the authority of the NSC and mandated across all departments and agencies for interagency communication and collaboration in planning. Accomplishment of the mission often relies on a variety of factors, such as personality, experiences and prejudices of key players, the size of the country team, and seniority of its key members. For DOS, USAID, and DOD, this means that interagency communication and coordination may have an uneven character from one situation to another and may often appear uncoordinated.

Timelines

Alignment of various planning processes relies, to a degree, on plans being developed in concert. In many circumstances, planning cycles of different organizations do not align or the plans themselves may have differing periodicity. Some are tied closely to the annual federal budget cycle, while others are independent of it (e.g., strategic end states can take a decade or more to achieve). Generally, military planners are focused on short-term goals while USG agencies are looking more long term—out five to ten years.

Terminology

Among diplomacy, development, and defense communities, there are frequently important differences in the way that basic terms are used with regard to planning. For example, one agency's strategy is another agency's plan, or one agency's goal is another agency's intermediate objective.

Information Sharing

Classification levels often limit information sharing. Often, civilian partners do not possess the required security clearances, so local workarounds, such as removing the source of the information, are developed to share this information.

Communication

There are two dimensions of communication that present challenges—one is human and the other is technical. Each of the partnering organizations communicates in different ways and with different audiences (e.g., within its organization; with other USG departments and agencies; with Congress; with its counterpart organizations in allied and friendly nations; and with other audiences, including the populace of the nations in which it is operating). Counterpart organizations must be aware of the different messages that are developed and broadcast by their partner organizations as part of the programs, activities, and operations being planned. This human factor cannot be ignored; moreover, consistency and clarity are keys to successful engagement with interagency and international partners.

Another basic difficulty faced by individuals attempting to work with interagency or other partnering organizations is the lack of interoperability between the basic technical communication systems. Each of the partnering organizations handle classified documents in accordance with the rules established within their organizational environments. While DOS and USAID personnel are able to access a classified network that can communicate with DOD's SIPRNET [Secure Internet Protocol Router Network] for classified communications, much more of their work is accomplished on unclassified systems. Other partnering organizations have different procedures. Though there has been increased openness and inclusiveness in DOD planning activities, many DOD plans remain closely held and classified to ensure potential and future military operations are not compromised. Alternatively, DOS and USAID plans are usually unclassified or "sensitive but unclassified" and are more broadly available. Thus, at times, the differing systems can complicate interagency and interorganizational communications.

Because planning is fundamentally a "people" process, the ability of people to successfully

interact across agency boundaries is critical to the process. Individual and organizational personalities, communications skills, training and education, and diplomatic abilities can play a significant role in the ability to work together. Individuals naturally reflect their own organizational bias and culture, particularly as the participating organizations attempt to promote and advance those programs and plans they believe to be of greatest value to their respective organizations and the Nation. In order to plan and implement effectively, it is incumbent on planners in each of the participating organizations to come to know and understand their counterparts and how their organizations work.

Mission Essential Tasks Requiring Interorganizational Coordination

Marine Corps Warfighting Publication 3-33.1, *Marine Air-Ground Task Force Civil-Military Operations*, identifies a core set of mission-essential tasks that Marine Corps forces must be capable of planning, supporting, executing, and transitioning through, with, or by outside factors to mitigate or defeat challenges to stability. The following tasks involve interorganizational coordination:

- Facilitate populace and resources control (PRC).
- Facilitate FHA.
- Facilitate nation assistance.
- Manage civil information.
- Facilitate support to civil administration.

Populace and Resources Control

The core task of PRC assists host nation governments or de facto authorities in retaining control over their population centers, precluding complications that may hinder mission accomplishment. Control measures used in PRC are intended to identify, reduce, relocate, or assess population resources that may impede or otherwise threaten success. These control measures may be applied

across the range of military operations in every phase of a joint operation. For details of PRC tactics, techniques, and procedures, refer to Marine Corps Reference Publication (MCRP) 3-33.1A, *Civil Affairs Tactics, Techniques, and Procedures*.

Populace control provides for security of the population, mobilization of human resources, denial of personnel availability to threat forces, and detection and reduced effectiveness of enemy agents. Populace control measures also include curfews, movement restrictions, travel permits, identification and registration cards, and voluntary resettlement. These types of activities require a high degree of planning and coordination among various military and nonmilitary agencies and organizations.

Resources control regulates the movement or consumption of material resources, mobilizes material resources, and denies material to opposition groups. Resources control measures include licensing regulations or guidelines, checkpoints, ration controls, amnesty programs, and facilities inspections.

Foreign Humanitarian Assistance

The core task of FHA consists of DOD activities, normally in support of USAID or the DOS, conducted outside the United States, its territories, and its possessions to relieve or reduce human suffering, disease, hunger, or privation. The lead USG agency that coordinates disaster response is the Office of United States Foreign Disaster Assistance (resident within USAID), not its parent agency DOS. The Office of United States Foreign Disaster Assistance will request DOD support, which could, for example, be in the form of Marine Corps logistical support. It is, however, the ambassador (or COM designee) or Assistant Secretary of State who can declare a foreign emergency on behalf of the President of the United States, so there is a DOS role in the decisionmaking process of declaring an emergency.

Foreign humanitarian assistance is limited in scope and duration. The humanitarian assistance provided is designed to supplement or complement the efforts of the host nation civil authorities or agencies that have primary responsibility for providing assistance. Refer to MCRP 3-33.1A for additional information on tactics, techniques, and procedures.

Nation Assistance

The core task of nation assistance is the civil or military assistance (other than FHA) rendered to a nation by US forces within that nation's territory during peacetime, crises, emergencies, or war, based on agreements mutually concluded between the United States and that nation. These operations support a host nation by promoting sustainable development and growth of responsive institutions. The goal of nation assistance is to promote long-term stability and include such programs as security assistance, foreign internal defense, and humanitarian and civic assistance. All nation assistance actions are integrated through the US ambassador's mission strategic plan.

Civil Information Management

Civil information pertains to civil areas, structures, capabilities, organizations, people, and events within the civil component of the operational environment that can be fused or processed to increase situational awareness and understanding. Civil information management is the process whereby civil information is collected, entered into a central database, and then internally fused within the supported unit, higher headquarters, other USG and DOD agencies, NGOs, and international governmental organizations. Civil information management is designed to ensure timely availability of information for analysis and the widest possible dissemination of the raw and analyzed civil information to military and nonmilitary partners in the operating area.

Support to Civil Administration

Support to civil administration helps continue or stabilize management by a governing body of a foreign nation's civil structure by assisting an established government or by establishing military authority over an occupied population. Support to civil administration consists of planning, coordinating, advising, or assisting with those activities that reinforce or restore a civil administration that supports US and multinational objectives. Support to civil administration occurs most often during stability operations. During counterinsurgency operations, support to civil administration is often managed as a line of operation, such as civil security, essential services, support to governance, and support to economic and infrastructure development.

Interorganizational Planning Considerations

Marine air-ground task force commanders and staffs must continually consider how to involve relevant government agencies and other nonmilitary organizations in the planning process. They must also integrate and synchronize joint force actions with the operations of these agencies.

One of the challenges associated with planning whole of government operations with other USG departments and agencies is ensuring consideration of a broader and somewhat unfamiliar set of planning approaches, organizational timelines, and different notions of mission success. For example, many nongovernmental and private volunteer organizations have limited budgets with long-term time horizons and tend to see mission success in what is achievable and sustainable over the long term. In addition to real world planning events, interorganizational partners should be included in MAGTF planning through training and exercises. Their involvement can be

arranged through Marine Corps interagency coordinators and appropriate Marine Corps staff training organizations.

The following subparagraphs provide important planning considerations for the MAGTF and the component commanders across the first three steps of Marine Corps Planning Process—problem framing, course of action (COA) development, and COA wargaming.

Problem Framing

During the problem framing step of the planning process, planners should consider the following:

- Establish contact with the JTF commander and other component commanders.
- Establish preliminary contact with the country team.
- Identify all agencies and organizational partners and invite them to MAGTF planning sessions.
- Understand the role each agency and organizational partner plays in the operation and where to look for this information.
- Identify the resources of each participant to increase collective effort and reduce duplication of effort.
- Identify the legal authorities for the operation.
- Identify the fiscal authorities for the operation.
- Identify the legal and fiscal authority to conduct civic action projects.
- Determine whether there is a status of forces agreement in effect. If not, should a status of forces agreement or some other type of international agreement be negotiated or implemented?
- Determine whether interpreters are available.
- Identify constraints imposed by the host nation.
- Determine if the operation is domestic support of civil authorities or a foreign operation and understand the USG chain of command.

- Define the types of information that can and cannot be exchanged.
- Identify potential obstacles to the collective effort arising from conflicting departmental or agency priorities.
- Begin to identify range of funding sources available.
- Examine applicable national and international maritime laws.
- Conduct initial assessment.
- Form an inclusive planning team with wide representation to ensure linkage among agencies and with the host nation. Failure to include partners early in planning prevents effective development of interorganizational teams and inhibits collaborative planning. Collaboration often results in an us-versus-them mentality, which may negatively impact interorganizational coordination.
- Understand the design of the JFC and ensure planning efforts nest within it.
- Establish transition criteria with measures of effectiveness and measures of performance.
- Support the development of the strategic narrative.
- Identify civil vulnerabilities, sources of instability, or other critical issues causing or perpetuating violence.
- Review initial assessment.
- Ensure the analysis carefully considers the complex set of actors (public, private, military, and civilian personnel and organizations) with a range of motivations.
- Ensure the analysis includes the identification of transnational entities, such as the Organization of Petroleum Exporting Countries, the European Union, and the Organization for Economic Cooperation and Development.
- Identify capability shortfalls, such as civil affairs and engineering.
- Identify important culture, religion, tribal, family, and gender considerations.

- Provide sufficient liaison personnel to ensure unity of effort.
- Identify any disputed maritime territory.

Course of Action Development

During the COA development step of the planning process, planners should consider the following:

- Include interorganizational partners.
- Compromise as necessary with key partners to achieve unity of effort.
- Identify short-term actions to help build momentum within the framework of strategic goals.
- Plan solutions that are implementable by host nation organizations and sustainable over the long term.
- Consider battlespace options that preserve maritime freedom of action.
- Provide for displaced civilian and detainee management.
- Provide a platform for special operations forces afloat forward staging base, as required.

Course of Action Wargaming

During the COA wargaming step of the planning process, planners should consider the following:

- Include white, green, and red cells during the wargame.
- Use existing NGO/IGO assessments and open source analysis tools.
- Ensure lethal effects do not create unmanageable consequences in subsequent phases.
- Ensure COAs include consideration for human rights traditionally guaranteed by the state or by international organizations empowered to do so.
- Ensure communications plan supports unity of effort.
- Examine plan for intelligence and information sharing with all partners.

- Identify the logistical requirements (e.g., food and water, shelter, medical, transport, engineering) that must be provided to the host nation and to other partners.
- Assess COA against strategic narrative.
- Modify COA as needed in order to link to the strategic narrative.

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CHAPTER 3

INTERORGANIZATIONAL COORDINATION RESOURCES AND ENABLERS

Over the past decade, in response to the challenges of achieving unity of effort, a number of initiatives have been undertaken to help advance interorganizational coordination. These initiatives spanned the areas of assessments, doctrine, planning, terminology, integration organizations, and personnel. As Marine Corps Doctrinal Publication 1-2, *Campaigning*, discusses:

Military strength is only one of several instruments of national power, all of which must be fully coordinated with one another in order to achieve our strategic and operational objectives. Marine leaders must be able to integrate military operations with the other instruments of national power.

This chapter discusses some of the most useful resources and enablers that have been developed to assist in achieving greater interorganizational coordination and, ultimately, unity of effort.

Assessment Models

Various assessment frameworks/models have been developed by elements of the interorganizational community to assist in assessing status, evaluating progress, and measuring effectiveness of interorganizational activities in support of a range of domestic and international support activities. A few of these assessment frameworks/models have gained fairly wide acceptance and are discussed in the following subparagraphs.

Interagency Conflict Assessment Framework

The purpose of the ICAF is to develop a commonly held understanding across relevant USG departments and agencies of the dynamics that

drive and mitigate conflict within a country that informs US policy and planning decisions. It may also include steps to establish a strategic baseline against which USG engagement can be evaluated. The ICAF is a process and a tool available for use by any USG agency to supplement interagency planning.

The ICAF draws on existing methodologies for assessing conflict that are currently in use by various USG agencies as well as international organizations and NGOs. The ICAF is not intended to duplicate existing independent analytical processes, such as those conducted within the intelligence community. Rather, it builds upon those and other analytical efforts to provide a common framework through which USG agencies can leverage and share the knowledge from their own assessments to establish a common interagency perspective.

The ICAF is distinct from early warning and other forecasting tools that identify countries at risk of instability or collapse and describe conditions that lead to outbreaks of instability or violent conflict. The ICAF builds upon this forecasting by assisting an interagency team in understanding why such conditions may exist and how to best engage to transform them. To do so, the ICAF draws on social science expertise to lay out a process by which an interagency team will identify societal and situational dynamics that are shown to increase or decrease the likelihood of violent conflict. In addition, an ICAF analysis provides a shared, strategic snapshot of the conflict against which future progress can be measured.

An ICAF analysis should be part of the first step in the process of planning for conflict. It should

inform the establishment of USG goals, design or reshaping of activities, implementation or revision of programs, or allocation of resources. The interagency planning process within which an ICAF analysis is performed determines who initiates and participates in an ICAF analysis, the time and place for conducting it, the type of product needed and how the product will be used, and the level of classification required.

Final reports from field-based applications of the ICAF are available on the DOS Bureau of Conflict and Stabilization Operations Resources Web page at <http://www.state.gov/j/cso/resources/>.

Stability Assessment Framework

The Stability Assessment Framework (SAF) methodology is an analytical, planning, and programming tool designed to support the civil affairs methodology and nonlethal targeting approaches during MAGTF operations. The SAF methodology helps Marine and civilian practitioners identify sources of instability and stability, design programs or activities that address those sources, and measure the effect of those programs or activities in fostering stability.

The SAF methodology is a holistic analytical, programming, and assessment tool that reflects lessons learned and best practices by focusing on understanding and integrating multiple perspectives into planning and assessment. The SAF methodology has four basic components, nested within both the civil affairs methodology and the Marine Corps Planning Process. These components (civil preparation of the battlespace, analysis, design and monitoring, and evaluation) complement and enhance existing planning and execution processes used during civil affairs operations. To the maximum extent possible, all relevant actors and organizations in the battlespace should be encouraged to participate in the SAF process to create comprehensive efforts while conducting stability operations.

Interagency Security Sector Assessment Framework

Published by USAID but recognized as guidance for the USG, the Interagency Security Sector Assessment Framework (ISSAF) provides a 10-step framework for security sector analysis. Because detailed assessments of a host nation's security, rule of law, and justice sectors are critical to understand and strengthen partner security sector capacity, the ISSAF is increasingly in use. The ISSAF is accessible at <http://www.state.gov/documents/organization/115810.pdf>.

Maritime Security Sector Reform Guide

The MSSR guide is an analytical tool designed to map and assess the maritime sector, to assess existing maritime security sector capabilities and gaps, and to enable coordination and collaboration that would improve maritime safety and security. It can be used to support a full-scale maritime sector assessment, to obtain a snapshot of one or more aspects of a country's maritime sector, or to facilitate discussion among national actors with maritime responsibilities. The guide is designed to be used in conjunction with other tools, particularly when a more in-depth treatment of a function or capability may be warranted.

The MSSR guide may be used by a wide range of maritime stakeholders. It is based on standards and best practices from a variety of sources and does not embody the practice or standards of any particular country or group of countries. United States Government agencies, however, may wish to consult with the DOS, DOD, DHS, Department of Justice (DOJ), Department of Transportation, and USAID when considering programs based on an MSSR assessment.

Progress in Conflict Environments

Measuring progress in conflict is a challenging and difficult endeavor. In 2006 and 2007, a senior USG steering committee provided oversight to hundreds of academics, government officials,

NGO representatives, and other experts and practitioners gathered in working sessions and seminars to develop a set of useful metrics for assessing progress in conflict environments. *Measuring Progress in Conflict Environments (MPICE)—A Metrics Framework* consists of a hierarchical metrics system of outcome-based goals, indicators, and measures. Once collected, the measures can be aggregated to provide indications of trends toward the achievement of stabilization goals over time. These metrics assist in formulating policy and implementing operational and strategic plans to transform conflict and bring stability to war-torn societies. These metrics provide a baseline operational- and strategic-level assessment tool for policymakers to diagnose potential obstacles to stabilization prior to an intervention. The metrics also provide an instrument for practitioners to track progress from the point of intervention through stabilization and development and, ultimately, to a self-sustaining peace. This metrics system is designed to identify potential sources of continuing violent conflict and instability and to gauge the capacity of indigenous institutions to overcome them. The intention is to enable policymakers to establish realistic goals, bring adequate resources and authorities to bear, focus their efforts strategically, and enhance prospects for attaining an enduring peace.

Other Models

Other assessment models have been developed and used by various organizations: some based in systems design and others based in civil engineering or conflict simulation study. Four additional assessment models follow:

- ADDIE: analysis, design, development, implementation, and evaluation (Instructional Systems Development process model).
- ASCOPE: area, structures, capabilities, organizations, people, and events (characteristics of civil considerations during a military campaign).
- DIME: diplomatic, informational, military, and/or economic elements of national power.
- PMESII: political, military, economic, social, infrastructure, and information are elements in system of systems thinking. The PMESII model describes the foundation and features of an enemy (or ally) state and can help determine the state's strengths and weaknesses and help estimate the effects various actions will have on states across these areas.

Civil Affairs Structure

I, II, and III Marine Expeditionary Force (MEF) each contain an active duty civil affairs detachment of approximately 50 Marines. These civil affairs detachments work for the MEF operations officer within the MEF command element. These personnel conduct civil affairs tasks in support of a MEF CMO mission.

Currently, there are four Reserve Component civil affairs groups (CAG) (1st, 2d, 3d, and 4th) that provide additional civil affairs capacity and capability to MAGTFs. Civil affairs groups fulfill similar roles as the active component civil affairs detachments; however, the CAG is a more robust organization. The CAG is commanded by a colonel, is associated with operational plans, and will be employed either when the active component civil affairs community cannot fulfill the civil affairs operational requirement or when experience is required. The CAG is structured to operate as a subordinate command of United States Marine Corps Forces, Reserve and will function either as an integral unit within a MAGTF, as part of the MAGTF command element (providing staff support to the S-9/G-9), or as a unit in support of the MEF ground combat element or logistics combat element.

Civil-Military Operations Center

The MAGTF may establish a task-organized civil-military operations center (CMOC) to assist

in coordinating activities of engaged military forces with other USG agencies, NGOs, IGOs, local governmental leaders, or the civilian population. Each MAGTF may establish more than one CMOC. There is no established structure and no two CMOCs are identical. This CMOC philosophy differs from that employed by the Army, which has CMOCs of various sizes embedded within their tables of organization.

External organizations cannot be compelled to use the CMOC, so the CMOC must be viewed as value-added—something that serves a useful purpose in order to encourage external agency and organization participation. Thus, each CMOC should be organized to promote information exchange between participating organizations and agencies, including those that otherwise will not have a mechanism for coordination and cooperation. A CMOC must be culturally sensitive, host nation language capable, and able to provide a secure environment for all participants.

Defense Support to Civil Authorities Handbook

Endorsed by the Marine Corps, the *DSCA Handbook* is an important resource for Marine Corps tactical commanders who may be called upon to support USG civil authorities in an all-hazards environment. It will help them understand and respect the needs, capabilities, jurisdictions, and authorities of local, state, federal, and tribal participants in a unified, all-discipline, all-hazards response to a domestic incident. Such assistance will most effectively coordinate the contributions of participants to supported civil authorities. It is important to note that DSCA activities are applied in the continental United States. Stability operations are inherently actions taken outside the continental United States.

Doctrine

Doctrinal publications that have useful discussions about interorganizational coordination have been developed or revised over the past decade. Listed in the following subparagraphs are five of the most useful.

Joint Publication 3-07, *Stability Operations*

This publication provides doctrine for the conduct of stability operations during joint operations within the broader context of USG efforts. It provides guidance for operating across the range of military operations to support USG agencies, foreign governments, and IGOs. It also discusses leading such missions, tasks, and activities until it is feasible to transfer lead responsibility.

Joint Publication 3-08, *Interorganizational Coordination During Joint Operations*

This publication provides joint doctrine for the coordination of military operations with USG agencies; state, local, and tribal governments; IGOs; NGOs; and the private sector.

Marine Corps Interim Publication 3-33.02, *Maritime Stability Operations*

This is the first publication that addresses the unique challenges of conducting stability operations in the maritime domain. It is a companion publication to JP 3-07 and Army Field Manual 3-07, *Stability*. The purpose of Marine Corps Interim Publication 3-33.02, *Maritime Stability Operations*, is to highlight the unique aspects of stability operations in the maritime domain that must be addressed by the JFC and his/her planning staff. Additionally, this publication seeks to educate the broader elements of the joint force and the interagency on the

role of the maritime Services in whole of government solutions to stability operations.

Marine Corps Warfighting Publication 3-33.1, *Marine Air-Ground Task Force Civil-Military Operations*

This publication is designed to assist Marines, whether serving in a CMO billet or in other capacities, to incorporate CMO across the range of military operations throughout each phase of an operation or campaign. This publication provides a doctrinal foundation for MAGTF CMO and serves as a guide for the commander and his/her staff, as well as for active duty and Reserve Component civil affairs units. It is the result of current lessons learned, after action reports, and subject matter expert collaboration of the joint Services and select government agencies.

Marine Corps Warfighting Publication 3-33.5, *Insurgencies and Countering Insurgencies*

This publication establishes fundamental principles for military operations in a counterinsurgency environment. It is based on lessons learned from previous counterinsurgencies and contemporary operations. It is also based on existing doctrine and doctrine recently developed.

The primary audience for this publication is leaders and planners at the battalion level and above. This publication applies to the Marine Corps, Marine Corps Reserve, Army, Army National Guard, and Army Reserve.

Intelink

Intelink is a group of secure Intranets used by the US intelligence community. The first Intelink network was established in 1994 to take advantage of Internet capabilities and services to promote intelligence dissemination and business

workflow. Since then, it has become an essential capability for the US intelligence community and its partners to share information, collaborate across agencies, and conduct business. Intelink refers to the Web environment on protected top secret, secret, and unclassified networks. One of the key features of Intelink is “Intellipedia,” an online system for collaborative data sharing based on MediaWiki. Intelink uses WordPress as the basis of its blogging service.

Joint Interagency Coordination Group

In response to terrorist attacks and the need for greater coordination and integrated operations with mission partners, DOD approved the concept of joint interagency coordination groups (JIACGs) to improve interagency cooperation and operational effectiveness for all GCCs, United States Joint Forces Command, United States Transportation Command, United States Special Operations Command, and United States Strategic Command. The JIACG seeks to establish operational connections between civilian and military departments and agencies to improve planning and coordination within the Government. The JIACG is a multifunctional, advisory element that represents the civilian departments and agencies and facilitates information sharing across the interagency community.

The JIACGs are tailored to meet the requirements and challenges of each combatant commander’s area of responsibility, and may include representatives from a wide range of interorganizational entities, such as USG agencies, the intelligence community, and NGOs (e.g., American Red Cross). They provide regular, timely, and collaborative day-to-day working relationships between civilian and military operational planners. The JIACGs support joint planning groups, joint operations groups, interagency coordination groups, and joint support cells. Members participate in

deliberate, crisis, and transition planning and provide links back to their parent civilian agencies to help integrate JTF operations with the efforts of civilian USG agencies and departments.

Planning Resources

Planning is perhaps the most important aspect of effective interorganizational coordination. Marine Corps Doctrinal Publication 5, *Planning*, states:

Planning is an essential and significant part of the broader field of command and control. We can even argue that planning constitutes half of command and control, which includes influencing the conduct of current evolutions and planning future evolutions.

As a result, the acts of thinking, identifying goals, and developing plans to achieve those goals is viewed as an important aspect of effective interorganizational coordination and is used to provide common understanding between organizations that possess and use varying framework, processes, and methods.

Though most Marines are familiar with many of the operation plans and concept plans developed by DOD, it may be lesser known that each of these plans include an Annex V (Interagency Coordination). The Interagency Coordination annex helps to develop a shared understanding of the situation, common understanding of mission and end states, as well as the capabilities of each participant. Military planners should integrate interorganizational partners early in the planning process in order to achieve the development of a fully integrated interorganizational plan.

Within the past decade, there has been an increased effort on the part of DOS and USAID to develop plans that can link a whole of government approach to maximize the use of limited resources. Most of these plans are not known to DOD personnel and can be useful enablers in the

development of integrated whole of government solutions to a variety of new world challenges. The plans listed in the following subparagraphs are the principal plans developed by two important organizations—the DOS and USAID.

Department of State

Department of State plans are based on top-down strategic direction from the *National Security Strategy* and the QDDR, as well as bottom-up information from the field. These processes help to further define priorities and develop plans that focus limited resources on achieving those priorities. A significant objective of the QDDR is to elevate and improve strategic planning at the DOS. This means that DOS is developing the tools and talent necessary to plan effectively on a multiyear basis and to link department, regional, country, and sector plans using a whole-of-government approach to maximize efficiency and reduce duplication. Planning at the DOS regional-level is captured in regional bureau strategic plans, known as Bureau Strategic and Resource Plans (BSRPs), and at the country-level by MSRPs. These strategic plans, informed by policy priorities, provide guidance for the development of budgets and, ultimately, for operations.

The Department of State/United States Agency for International Development Joint Strategic Plan

The DOS and USAID are required by the Government Performance and Results Act Modernization Act of 2010 (Public Law 111-352) to produce an agency-level strategic plan every four years that looks forward no fewer than four years. Since 2004, DOS and USAID have produced a *Joint Strategic Plan*, the form and content of which is governed by the Office of Management and Budget. The single, highest-level strategic outline for DOS and USAID, the *Joint Strategic Plan* forms the basis for more detailed planning and budgeting on international affairs policies, programs, and resources in the years ahead and

outlines high-level foreign policy goals and strategies shared by both organizations.

Bureau Strategic and Resource Plans

The DOS BSRP is the bureau-level (functional, regional, and management), multiyear, forward-looking strategic plan used by the DOS and USAID that describes those bureaus' most significant foreign policy and management goals, as well as the resources required to achieve those goals. The BSRP is a performance management tool that identifies key performance measures of success, targets, and results. The BSRPs, which are posted on SIPRNET Intellipedia, are also the process for bureaus to identify the highest priority resources that are needed to achieve their strategic goals.

Mission Strategic Resource Plans

The MSRP is a strategy, budget, and performance document. Posted on SIPRNET Intellipedia, the MSRP summarizes country-specific foreign policy priorities, provides measures of progress toward select goals, establishes forward planning performance targets, reports on results achieved, and identifies DOS and USAID operations and foreign assistance budget requests and staffing requirements related to the budget cycle. It is prepared by the interagency country team using a Web-based software application, and is the initial step in establishing an annual planning and budget formulation process and multiyear forecast for both DOS operations and foreign assistance.

A to Z List of Country and Other Area

The DOS' "A to Z List of Country and Other Area" provides a simple way to look up each country within a given region; gather background data; identify the serving ambassador; and obtain information concerning the mission, embassy, and/or country team. Information can be found at <http://www.state.gov/misc/list/index.htm>.

United States Agency for International Development

United States foreign assistance has always had the twofold purpose of furthering America's foreign policy interests in expanding democracy and free markets while improving the lives of the citizens of the developing world. The USAID has been at the forefront of this effort for five decades, with a history that goes back to the Marshall Plan reconstruction of Europe after World War II and the Truman Administration's Point Four Program. In 1961, the Foreign Assistance Act was signed into law and USAID was created by executive order (Public Law 87-194).

Country Development Cooperation Strategy

The USAID's primary country-level multiyear strategic plan is the Country Development Cooperation Strategy (CDCS). Each USAID mission, in consultation with the COM (ambassador), the host country government, other donors (e.g., the United Nations and other nations), and local civil society stakeholders, submits a draft CDCS to the USAID regional assistant administrator in Washington, DC for review, discussion, possible revision, and approval. Once approved by the USAID regional assistant administrator (organizationally equivalent to an assistant secretary), the CDCS (along with other inputs, such as Congressional spending parameters, Presidential initiatives, and foreign policy considerations) informs USAID's annual budget formulation process. Budget levels for individual countries and the sectors in which each country works (e.g., health, agriculture) are set in Washington, DC.

Operational Plans

While USAID seeks to use the CDCS as its primary strategy document, USAID and DOS operating units that implement foreign assistance activities must also prepare annual operational plans. An operational plan is an operating unit's programmatic proposal for the use of new foreign

assistance resources available to that operating unit for a given fiscal year. The purpose of the operational plan is to provide a comprehensive picture for one year of how DOS and USAID foreign assistance resources received by a mission will be used to support US foreign assistance objectives. Operational plans describe the tactics that an operating unit will employ to maximize the effectiveness of USG foreign assistance resources. Such plans document the goals and objectives for the operating unit. These are entered in a database, which rolls-up common indicators across country programs and Washington, DC-based implementing offices for reporting to Congress.

USAID Primer: What We Do and How We Do It

The *USAID Primer: What We Do and How We Do It* is a document prepared primarily for employees of other federal agencies such as DOS and DOD, partner organizations, congressional staff, and new USAID employees to explain the internal doctrine, strategies, operational procedures, structure, and program mechanisms of USAID. The primer is available as a pdf file on the USAID website at http://pdf.usaid.gov/pdf_docs/PDACG100.pdf. Commanders, leaders,

and planners will find the document helpful in educating Marines on USAID's mission.

Diplomacy, Development, and Defense

Diplomacy, development, and defense (also known as 3D)—as represented by the DOS, USAID, and DOD—are the three pillars that provide the foundation for promoting and protecting US national security interests abroad. The 3D Planning Group was chartered to develop products and processes to improve collaboration in planning among these three organizations. The 3D Planning Group developed a reference tool designed to help planners understand the purpose of each agency's plans, the processes that generate them, and, most importantly, to help identify opportunities for coordination among the three. It is a first step in building understanding and synchronizing plans to improve collaboration, coordination and unity of effort to achieve the coherence needed to preserve and advance US national interests. More information is available at <http://www.usaid.gov/documents/1866/diplomacy-development-defense-planning-guide>.

APPENDIX A

NONGOVERNMENTAL ORGANIZATIONS

Nongovernmental organizations are playing an increasingly important role in both the domestic and international arenas. Where long-term problems precede a deepening crisis, NGOs are frequently on scene before Marines arrive and may have a long-term established presence in the crisis area. Nongovernmental organizations frequently work in areas where Marines conduct engagement, security cooperation, and deterrence activities. They will most likely remain long after Marines have departed. Nongovernmental organizations are independent, diverse, flexible, grassroots-focused organizations that range from primary relief and development providers to human rights, civil society, and conflict resolution organizations. There are hundreds of NGO's across the globe, the following NGOs are the most prominent.

International Red Cross and Red Crescent Movement

The red cross and the red crescent are symbols used by organizations that are part of the International Red Cross and Red Crescent Movement; namely, the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies, and more than 180 national Red Cross or Red Crescent Societies. In addition, these symbols have a special meaning derived from the Geneva Conventions. An additional symbol, the Red Lion and Sun, was used from 1924 to 1980 by Iran. The national society of Israel—Magen David Adom—uses the Red Star of David, its own symbol that is not recognized as a protection symbol

by the Geneva Conventions. The Red Crystal symbol was introduced by adoption of a third additional protocol to the Geneva Conventions on December 7, 2005. More information is available at <http://www.redcross.int>.

International Committee of the Red Cross

The ICRC is a humanitarian institution based in Geneva, Switzerland, that is neither an IGO nor an NGO, but an organization with a hybrid nature. States parties (signatories) to the four Geneva Conventions of 1949 and their additional protocols of 1977 and 2005 have given the ICRC a mandate to protect victims of international and internal armed conflicts. Such victims include war wounded, prisoners, refugees, civilians, and other noncombatants.

The ICRC is part of the International Red Cross and Red Crescent Movement along with the International Federation and more than 180 national societies. It is the oldest and most honored organization within the movement and one of the most widely recognized organizations in the world. More information is available at <https://www.icrc.org/en>.

International Federation of Red Cross and Red Crescent Societies

The International Federation of Red Cross and Red Crescent Societies (initially known as the League of Red Cross Societies) is a humanitarian institution that is part of the International Red

Cross and Red Crescent Movement along with the ICRC and the national societies. Founded in 1919 and based in Geneva, Switzerland, it coordinates activities among the national societies in order to improve the lives of vulnerable people. On an international level, the federation leads and organizes, in close cooperation with the national societies, relief assistance missions that respond to large-scale emergencies. More information is available at <http://www.ifrc.org>.

American Red Cross

The American Red Cross, also known as the American National Red Cross, is a volunteer-led, humanitarian organization that provides emergency assistance, disaster relief, and education inside the United States. It is the designated US affiliate of the International Federation of Red Cross and Red Crescent Societies and is headquartered in Washington, DC.

Today, in addition to domestic disaster relief, the American Red Cross offers services in five other areas:

- Community services that help the needy.
- Communications services and comfort for military members and their families.
- The collection, processing, and distribution of blood and blood products.
- Educational programs on preparedness, health, and safety.
- International relief and development programs.

The American Red Cross was issued a corporate charter by the United States Congress under US Code, Title 36, *Patriotic and National Observances, Ceremonies, and Organizations*. It is governed by volunteers and supported by community donations, income from health and safety training and products, and income from blood products. More information is available at <http://www.redcross.org>.

APPENDIX B

INTERGOVERNMENTAL ORGANIZATIONS

This appendix includes the descriptions of key IGOs. An IGO is an organization created by a formal agreement between two or more governments on a global, regional, or functional basis to protect and promote national interests shared by member states. (JP 3-08) Military and/or civilian personnel from IGOs may be present in regions where Marines operate. Marine leaders and planners at all levels must have foundational knowledge of IGOs operating in the same region. Examples of some of the more prominent and well-known IGOs are discussed in this appendix.

North Atlantic Treaty Organization

The North Atlantic Treaty Organization is an intergovernmental military alliance based on the North Atlantic Treaty signed on April 4, 1949. The organization constitutes a system of collective defense whereby its member states agree to mutual defense in response to an attack by any external party. The NATO headquarters is in Brussels, Belgium—one of the 28 member states across North America and Europe. The newest members, Albania and Croatia, joined in April 2009. An additional 22 countries participate in NATO's Partnership for Peace, with 15 other countries involved in institutionalized dialogue programs. The combined military spending of all NATO members constitutes more than 70 percent of the world's defense spending. (Stockholm International Peace Research Institute)

For its first few years, NATO was not much more than a political association; however, the Korean War galvanized the member states, and

an integrated military structure was built up under the direction of two US supreme commanders. The course of the Cold War led to a rivalry with nations of the Warsaw Pact, which formed in 1955. Doubts over the strength of the relationship between the European states and the United States ebbed and flowed, along with doubts over the credibility of the NATO defense against a prospective Soviet invasion. Such doubts led to the development of the independent French nuclear deterrent and the withdrawal of France from NATO's military structure in 1966.

After the fall of the Berlin Wall in 1989, the organization became drawn into the breakup of Yugoslavia, and conducted its first military interventions in Bosnia from 1991 to 1995 and later in Yugoslavia in 1999. Politically, the organization sought better relations with former Cold War rivals, which culminated with several former Warsaw Pact states joining the alliance in 1999 and 2004. The September 2001 attacks in the United States signaled the only occasion in NATO's history that Article 5 of the North Atlantic Treaty has been invoked as an attack on all NATO members.

After those attacks, troops were deployed to Afghanistan under the NATO-led International Security Assistance Force. The organization continues to operate in a range of roles, including sending trainers to Iraq, assisting in counterpiracy operations, and enforcing a no-fly zone over Libya in 2011 in accordance with UN Security Council Resolution 1973. The less potent Article 4, which merely invokes consultation among NATO members, has been invoked twice—both times by Turkey—in 2003 over the Second Persian Gulf War

and in 2012 over the Syrian uprising after the downing of an unarmed Turkish F-4 reconnaissance jet.

United Nations

The United Nations is an international organization founded in 1945 after the Second World War by 51 countries committed to maintaining international peace and security; developing friendly relations among nations; and promoting social progress, better living standards, and human rights. Due to its unique international character and the powers vested in its founding charter, the United Nations can take action on a wide range of issues and provide a forum for its 193 member states to express their views through such bodies and committees as the General Assembly, the Security Council, and the Economic and Social Council.

The work of the United Nations reaches every corner of the globe. Although best known for peacekeeping, peace building, conflict prevention, and humanitarian assistance, there are many other ways the United Nations and its system, which includes specialized agencies, funds, and programs, impact lives and make the world a better place. The organization works on a broad range of fundamental issues to achieve its goals and coordinate efforts for a safer world for current and future generations. Such issues include the following:

- Sustainable development.
- Environment and refugee protection.
- Disaster relief.
- Counterterrorism.
- Disarmament and nonproliferation.
- Promotion of democracy, human rights, and gender equality.
- Advocacy of the advancement of women.
- Governance.
- Economic and social development.
- International health.
- Clearing landmines.
- Expanding food production.

The United Nations' main purpose is as follows:

- To keep peace throughout the world.
- To develop friendly relations among nations.
- To help nations work together to improve the lives of poor people.
- To conquer hunger, disease, and illiteracy.
- To encourage respect for each other's rights and freedoms.
- To be a center for harmonizing the actions of nations to achieve these goals.

More information is available at the UN Web site: <http://www.un.org>.

United Nations Cluster Approach

The aim of the cluster approach is to strengthen partnerships and ensure more predictability and accountability in international responses to humanitarian emergencies. This is accomplished by clarifying the division of labor among organizations and better defining their roles and responsibilities within the key sectors of the response. In international responses to humanitarian crises, some sectors have in the past benefited from having clearly mandated lead agencies. Accordingly, the lack of a lead agency has repeatedly led to *ad hoc*, unpredictable humanitarian responses with inevitable capacity and response gaps in some areas. In response to this, the United Nations introduced nine thematic clusters for coordination at both the field and global levels. Each field-level cluster is led by a UN agency that functions as "provider of last resort" and is accountable to the UN humanitarian coordinator. Clusters can be activated in response to sudden and ongoing emergencies. The nine clusters, together with their lead agencies follow:

- Nutrition (United Nations Children's Fund [UNICEF]).
- Health (World Health Organization [WHO]).
- Water/sanitation (UNICEF).

- Emergency shelter (United Nations Office of the High Commissioner for Refugees [UNHCR]/International Federation of Red Cross and Red Crescent Societies).
- Camp coordination/management (UNHCR/International Organization for Migration).
- Protection (UNHCR/Office of the High Commissioner for Human Rights/UNICEF).
- Early recovery (UN Development Programme).
- Logistics (World Food Programme).
- Emergency telecommunications (Office for the Coordination of Humanitarian Affairs [OCHA]/UNICEF/World Food Programme).

The UN General Assembly established the UN OCHA to assist governments in mobilizing international assistance when the scale of the disaster exceeds the national capacity. The OCHA manages a number of tools to facilitate coordination of multiple actors and resources. In particular, it chairs a forum of the most experienced relief agencies and prepares common humanitarian action plans and joint appeals with them.

United Nations Children's Fund

A UN program headquartered in New York City, New York, UNICEF provides long-term humanitarian and developmental assistance to children and mothers in developing countries. It is one of the members of the United Nations Development Group and its executive committee.

Created by the UN General Assembly on December 11, 1946, UNICEF provided emergency food and healthcare to children in countries that had been devastated by World War II. In 1954, UNICEF became a permanent part of the UN System and its name was shortened from the original United Nations International Children's Emergency Fund, but it has continued to be known by the popular acronym based on its previous name.

The United Nations Children's Fund relies on contributions from governments and private

donors. Governments contribute two thirds of the organization's resources, while private groups and some six million individuals contribute the rest through the national committees. It is estimated that 90 percent of its revenue is distributed to program services. Programs emphasize developing community-level services to promote the health and well-being of children. The United Nations Children's Fund was awarded the Nobel Peace Prize in 1965 and the Prince of Asturias Award of Concord in 2006.

Most of UNICEF's work is in the field, with staff in more than 390 countries and territories. More than 200 country offices carry out UNICEF's mission through a program developed with host governments. Seventeen regional offices provide technical assistance to country offices as needed.

Overall management and administration of the organization takes place at its headquarters in New York. The United Nations Children's Fund's supply division is based in Copenhagen, Denmark, and serves as the primary point of distribution for such essential items as vaccines, antiretroviral medicines for children and mothers with human immunodeficiency virus/acquired immunodeficiency syndrome, nutritional supplements, emergency shelters, and educational supplies. A 36-member executive board establishes policies, approves programs, and oversees administrative and financial plans. The executive board is made up of government representatives who are elected by the UN Economic and Social Council, usually for three-year terms. As an IGO, UNICEF is accountable to sponsoring governments. More information is available on the UNICEF Web site: <http://www.unicef.org>.

United Nations Office for the Coordination of Humanitarian Affairs

The UN OCHA is a UN body formed in December 1991 by General Assembly Resolution 46/182, *Strengthening of the Coordination of Humanitarian Emergency Assistance of the United Nations*.

The resolution was designed to strengthen the UN's response to complex emergencies and natural disasters by creating the Department of Humanitarian Affairs that replaced the Office of the UN Disaster Relief Coordinator formed in 1972. In 1998, due to reorganization, the Department of Human Affairs merged into the OCHA and was designed to be the UN focal point on major disasters. Its mandate was expanded to also include the coordination of humanitarian response, policy development, and humanitarian advocacy. The OCHA is therefore an interagency body, serving UN agencies and NGOs in the humanitarian domain. Its main product is the consolidated appeals process, an advocacy and planning tool to deliver humanitarian assistance together in a given emergency. More information is available on the UN OCHA Web site: <http://www.unocha.org>.

United Nations Food and Agriculture Organization

The Food and Agriculture Organization of the United Nations is a specialized agency of the United Nations that leads international efforts to defeat hunger. Serving both developed and developing countries, the Food and Agriculture Organization acts as a neutral forum where all nations meet as equals to negotiate agreements and debate policy. The organization helps developing countries and countries in transition to modernize and improve agriculture, forestry and fisheries practices, ensuring good nutrition and food security for all. Its Latin motto, *fiat panis*, translates into English as "let there be bread." More information is available at <http://www.fao.org>.

United Nations Office of the High Commissioner for Refugees

The UNHCR, also known as The UN Refugee Agency, is mandated to protect and support refugees at the request of a government or the United

Nations itself and assist in their voluntary repatriation, local integration, or resettlement to a third country. Its headquarters are in Geneva, Switzerland, and it is a member of the UN Development Group. More information is available at <http://www.unhcr.org>.

United Nations World Food Programme

The World Food Programme is the food assistance branch of the United Nations and the world's largest humanitarian organization addressing hunger worldwide. It provides food to about 90 million people per year—58 million of whom are children. From its headquarters in Rome, Italy, and more than 80 country offices around the world, the World Food Programme works to help people who are unable to produce or obtain enough food for themselves and their families. It is a member of the UN Development Group and part of its executive committee. More information is available at <http://www.wfp.org>.

United Nations World Health Organization

The WHO is a specialized agency of the United Nations that is concerned with international public health. It was established on April 7, 1948, with headquarters in Geneva, Switzerland, and it is a member of the United Nations Development Group. Its predecessor, the Health Organization, was an agency of the League of Nations.

The constitution of the WHO had been signed by all 61 countries of the United Nations by July 22, 1946, with the first meeting of the World Health Assembly finishing on July 24, 1948. It incorporated the *Office International d'Hygiène Publique* and the League of Nations Health Organization. Since its creation, the WHO has been responsible for playing a leading role in the eradication of smallpox. Its current priorities include communicable diseases (particularly, human immunodeficiency virus/acquired immunodeficiency syndrome,

malaria, and tuberculosis), the mitigation of the effects of noncommunicable diseases, sexual and reproductive health and development, aging, nutrition, food security and healthy eating, and substance abuse. These priorities drive the development of reporting, publications, and networking. The WHO is responsible for the *World Health Report*, a leading international publication on health, the worldwide World Health Survey, and World Health Day. More information is available at <http://www.who.int>.

United Nations Development Programme

The United Nations Development Programme (UNDP) is the United Nations' global development network. It advocates for change and connects countries to knowledge, experience, and resources. The UNDP operates in 177 countries, working with nations on their own solutions to global and national development challenges. As those nations develop local capacity, they draw on the people of UNDP and its wide range of partners.

The UNDP is an executive board within the United Nations General Assembly. The UNDP administrator is the third highest ranking official of the United Nations after the secretary-general and deputy secretary-general.

Headquartered in New York City, New York, the UNDP is funded entirely by voluntary contributions from member nations. The UNDP provides expert advice, training, and grant support to developing countries, with increasing emphasis on assistance to the least developed countries. To encourage global development, UNDP focuses on poverty reduction, disease, democratic governance, energy and environment, social development, and crisis prevention and recovery. The UNDP also encourages the protection of human rights and the empowerment of women in all of its programs.

The UNDP Human Development Report Office publishes an annual *Human Development Report*

(since 1990) to measure and analyze developmental progress. In addition to a global report, UNDP publishes regional, national, and local human development reports. More information is available at <http://www.undp.org>.

United Nations Department of Peacekeeping Operations

The UN Department of Peacekeeping Operations is charged with the planning, preparation, management, and direction of UN peacekeeping operations.

European Union

The European Union is an economic and political entity and confederation of 27 member states located primarily in Europe. The European Union traces its origins from the European Coal and Steel Community and the European Economic Community, formed by six countries in 1951 and 1958 respectively. In the intervening years, the European Union has grown in size by the accession of new member states and in power by the addition of policy areas to its remit. The Maastricht Treaty established the European Union under its current name in 1993. The latest amendment to the constitutional basis of the European Union, the Treaty of Lisbon, came into force in 2009.

The European Union operates through a system of supranational independent institutions and intergovernmental negotiated decisions by the member states. Important institutions of the European Union include the European Commission, the Council of the European Union, the European Council, the Court of Justice of the European Union, and the European Central Bank. The European Parliament is elected every five years by European Union citizens.

The European Union has developed a single market through a standardized system of laws that apply in all member states. European Union policies aim to ensure the free movement of people,

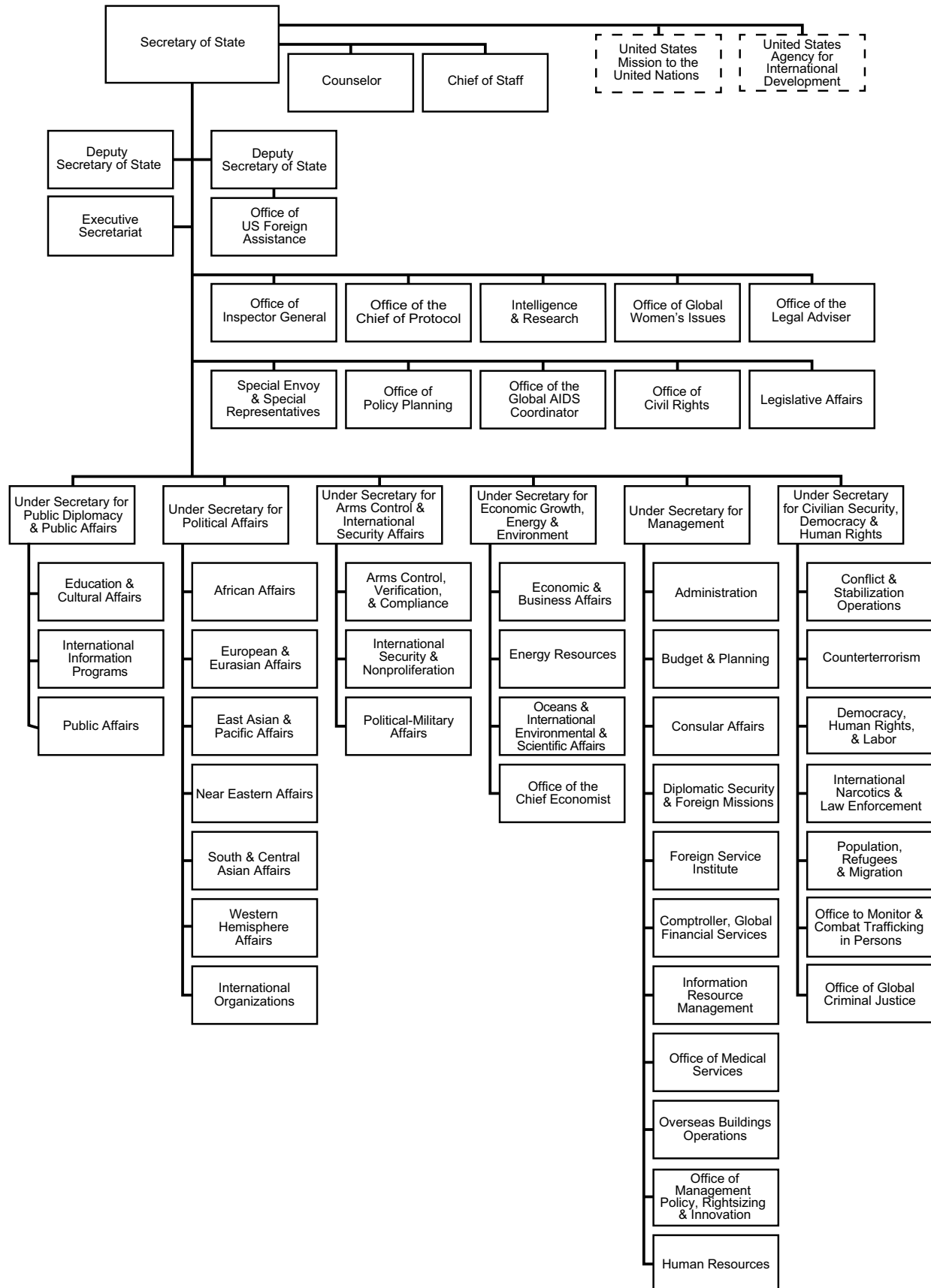
goods, services, and capital; enact legislation in justice and home affairs; and maintain common policies on trade, agriculture, fisheries, and regional development. A monetary union, the Eurozone, was established in 1999 and is composed of 17 member states. Through the Common Foreign and Security Policy, the European Union has developed a limited role in external relations and defense with permanent diplomatic missions having been established around the world. The European Union is represented at the

United Nations, the World Trade Organization, the Group of Eight, and the Group of Twenty.

Organization of American States

The Organization of American States is a regional international organization, headquartered in Washington, DC. Its members are the 35 independent states of the Americas. More information is available at <http://www.oas.org>.

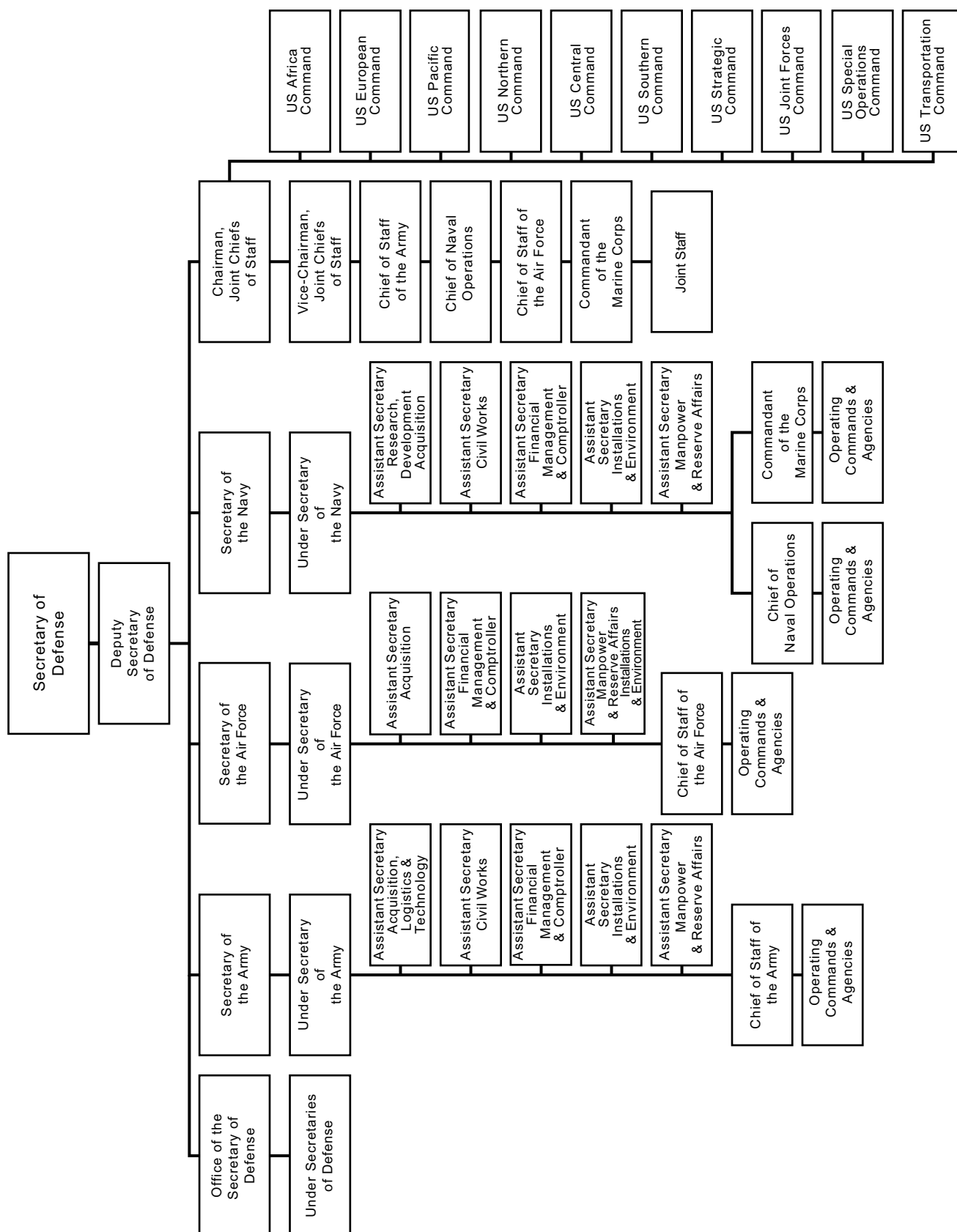
APPENDIX C
DEPARTMENT OF STATE ORGANIZATIONAL CHART



APPENDIX D
UNITED STATES AGENCY FOR
INTERNATIONAL DEVELOPMENT ORGANIZATIONAL CHART

Appendix D Removed for Update

APPENDIX E
DEPARTMENT OF DEFENSE ORGANIZATIONAL CHART



APPENDIX F

LOCATIONS OF MARINES WITHIN THE INTERAGENCY

In addition to the billets listed in table F-1, the Marine Corps' Director of Intelligence (DIRINT) also works with national agencies discussed in this appendix.

Table F-1. Marine Billets Within the Interagency.

| Billet Rank | USG Agency | Agency/Office | Type | Marine Corps Billet Sponsor | Notes |
|-------------|--------------------------------|---|--------------------|-----------------------------|-----------------------|
| Col | DOS | Deputy Secretary Policy | Exchange | DC PP&O | Senior Marine |
| Col | DOS | Under Secretary Public Diplomacy and Public Affairs | Other | DC PP&O | |
| LtCol/Maj | DOS | Political-Military Policy | Exchange | DC PP&O | |
| LtCol/Maj | DOS | Conflict and Stabilization | Exchange | DC PP&O | |
| LtCol/Maj | DOS | Counterterrorism | Exchange | DC PP&O | |
| LtCol/Maj | DOS | East Asian and Pacific Affairs | Fellow | MCU | |
| Capt | DOS | Intelligence and Research | Engagement Officer | DIRINT | JOSIP |
| LtCol | DOS | Diplomatic Security | Fellow | MCU | |
| LtCol | USAID | Office of Civilian-Military Cooperation | Fellow | MCU | |
| LtCol | DOJ | HQ–National Security Division | Fellow | MCU | Judge Advocate |
| LtCol | DHS | Operations Coordinating and Planning | Fellow | MCU | |
| LtCol | ODNI | | Fellow | MCU | |
| Various | CIA | | LNO | | |
| LtCol | DOT | Federal Aviation Administration | Other | DC Aviation | |
| SSgt | DOJ | Drug Enforcement Administration | Other | DIRINT | 1 intelligence billet |
| Col | NASA | Astronaut | Other | DC Aviation | |
| Various | ODNI | Various | Other | DIRINT | 6 billets |
| Maj | NGA | | Other | DIRINT | |
| Capt | Treasury | Office of Intelligence and Analysis | Engagement Officer | DIRINT | JOSIP |
| Capt–LtCol | White House | Various | Other | None | 9 billets |
| Maj | National Reconnaissance Office | | LNO | DC PP&O | |

Legend:
 Capt–captain
 CIA–Central Intelligence Agency
 Col–colonel
 DC–deputy commandant
 DOT–Department of Transportation
 HQ–headquarters
 JOSIP–Junior Officer Strategic Intelligence Program
 LNO–liaison officer

LtCol–lieutenant colonel
 Maj–major
 MCU–Marine Corps University
 NASA–National Aeronautics and Space Administration
 NGA–National Geospatial-Intelligence Agency
 ODNI–Office of the Director of National Intelligence
 PP&O–Plans, Policies, and Operations
 SSgt–staff sergeant

National Security Agency

The Marine Corps Cryptologic Office serves as the liaison for DIRINT to the National Security Agency (NSA) on policy and Service issues related to signals intelligence. The Marine Cryptologic Support Battalion serves as the Service cryptologic component to NSA. Assigned Marines are under the operational control of the NSA director in support of the national signals intelligence mission.

National Geospatial-Intelligence Agency

The Marine Corps Geospatial-Intelligence Office serves as DIRINT's liaison to the director of the National Geospatial-Intelligence Agency on policy and Service issues related to geospatial intelligence. The Marine Corps National Geospatial-Intelligence Support Team is the National Geospatial-Intelligence Agency's liaison to the Marine Corps. It provides synchronized support to the Marine Corps for geospatial intelligence and related activities. Individual Marine officers are assigned to individual sections based on unit manning documents.

Defense Intelligence Agency

The Marine Corps has no formal liaison officer assigned to the Defense Intelligence Agency (DIA). Individual Marine officers and enlisted are assigned to individual sections based on unit manning documents. The senior Marine assigned to the DIA, however, does perform liaison-like functions when called upon to advocate a particular Service position on behalf of the DIRINT or a

DIA position to the DIRINT. Marines are assigned to the Defense Attaché System, which is administered by the DIA director. Those Marines represent the Marine Corps, the DOD, and the Defense Attaché System.

Additionally, the Director of DIA is the General Defense Intelligence Program Manager and functional manager for general military intelligence and counterintelligence/human intelligence. As such, the DIRINT participates in a number of forums connected to the Director of DIA and national-level military intelligence resources and department-level counterintelligence/human intelligence, to include the Defense Human Intelligence Enterprise.

Office of the Director of National Intelligence

The Marine Corps has no formal liaison officer assigned to the Office of the Director of National Intelligence (DNI). Individual Marine officers are assigned to individual offices based on unit manning documents, but these Marines will perform liaison-like functions when called upon to advocate a particular Service position on behalf of the DIRINT or a DNI position to the DIRINT.

Central Intelligence Agency

The Marine Corps has no formal liaison officer assigned to the Central Intelligence Agency. Marines sponsored by the DIRINT and Deputy Commandant for Plans, Policies and Operations, however, are routinely assigned to the Central Intelligence Agency.

APPENDIX G

MARINE ATTACHÉS AND LOCATIONS

| Rank | Embassy Location | Billet | Notes |
|-------|--------------------|---------|-------|
| LtCol | Ghana | Attaché | SDO |
| Maj | Kenya | Attaché | |
| Maj | Liberia | Attaché | |
| LtCol | Senegal | Attaché | |
| LtCol | Iraq | Attaché | |
| Maj | Jordan | Attaché | |
| LtCol | Oman | Attaché | |
| LtCol | Pakistan | Attaché | |
| LtCol | Azerbaijan | Attaché | |
| LtCol | France | Attaché | |
| LtCol | Georgia | Attaché | |
| Maj | Israel | Attaché | |
| LtCol | Italy | Attaché | |
| LtCol | Latvia | Attaché | SDO |
| LtCol | Russia | Attaché | |
| Maj | Spain | Attaché | |
| Maj | Turkey | Attaché | |
| LtCol | United Kingdom | Attaché | |
| Maj | Ukraine | Attaché | |
| Maj | Mexico | Attaché | |
| Maj | Australia | Attaché | |
| LtCol | China | Attaché | |
| Maj | China | Attaché | |
| Maj | Indonesia | Attaché | |
| LtCol | Japan | Attaché | |
| Maj | Philippines | Attaché | |
| LtCol | Singapore | Attaché | |
| LtCol | Taiwan | Attaché | |
| Maj | Vietnam | Attaché | |
| Maj | Bolivia | Attaché | |
| Maj | Brazil | Attaché | |
| Maj | Colombia | Attaché | |
| LtCol | Dominican Republic | Attaché | SDO |
| Maj | Nicaragua | Attaché | |
| Col | Paraguay | Attaché | SDO |

Legend:
Col—colonel
LtCol—lieutenant colonel
Maj—major
SDO—Senior Defense Official

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APPENDIX H

LOCATIONS OF INTERAGENCY PERSONNEL WITHIN THE MARINE CORPS

| USG Agency | Marine Corps Organization Assigned | Billet | Notes |
|---|---------------------------------------|-----------------------------------|---|
| DOS | CMC | POLAD | Not Filled |
| DOS | MARFORPAC | POLAD | |
| DOS | MARFORSOUTH | POLAD | |
| DOS | MARFOREUR/MARFORAFR | POLAD | |
| DOS | MARFORCENT | POLAD | |
| DOS | MARFORCENT Forward | Deputy POLAD | |
| DOS | MCU | State chair | Faculty |
| DIA | MCU | DIA chair | Faculty |
| DHS | MCU | DHS chair | Faculty (pending memorandum of understanding) |
| DOJ | MCU | FBI chair | Faculty |
| CIA | MCU | CIA chair | Faculty |
| Various ¹ | MCU | Students at various colleges | |
| DOS | Marine Corps Security Guard School | DOS instructors | 3 billets |
| DOS | Marine Corps Embassy Security Group | Diplomatic security service agent | |
| ¹ MCU interagency students came from DOS (2), DIA, DOJ (3), CIA (2), DHS, and National Geospatial-Intelligence (1) in AY 2011–2012 | | | |

Legend:

AY—academic year

CIA—Central Intelligence Agency

CMC—Commandant of the Marine Corps

FBI—Federal Bureau of Investigation

MARFORAFR—United States Marine Corps Forces, Africa

MARFORCENT—United States Marine Corps Forces,
Central Command

MARFOREUR—United States Marine Corps Forces, Europe

MARFORPAC—United States Marine Corps Forces, Pacific

MARFORSOUTH—United States Marine Corps Forces, South

MCU—Marine Corps University

POLAD—political advisor

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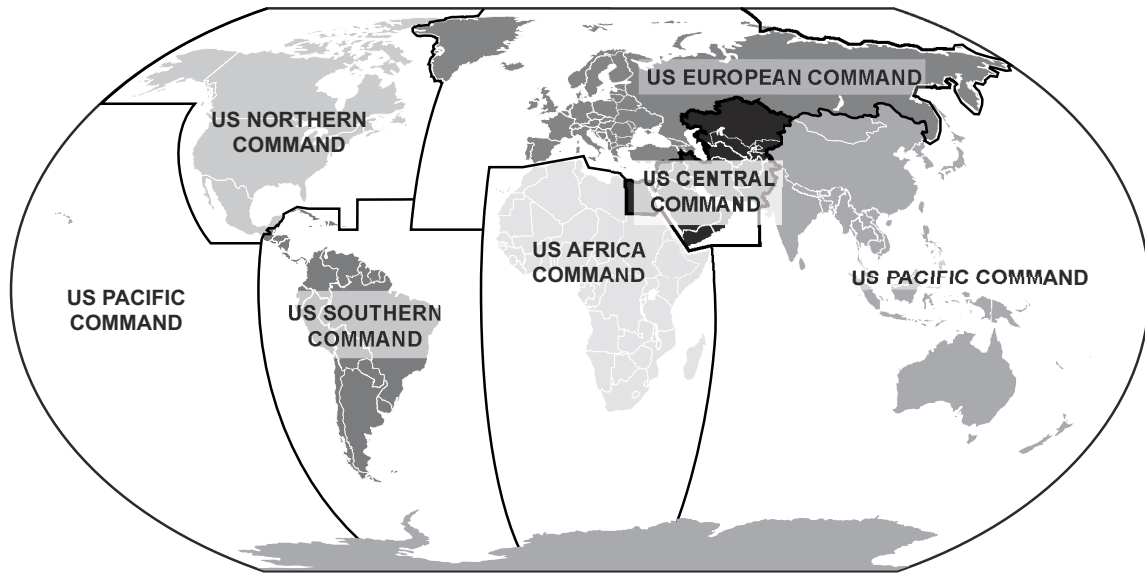
APPENDIX I

LOCATIONS OF INTERAGENCY CIVILIANS/SPECIALISTS WITHIN THE MARINE CORPS AS OF 2014

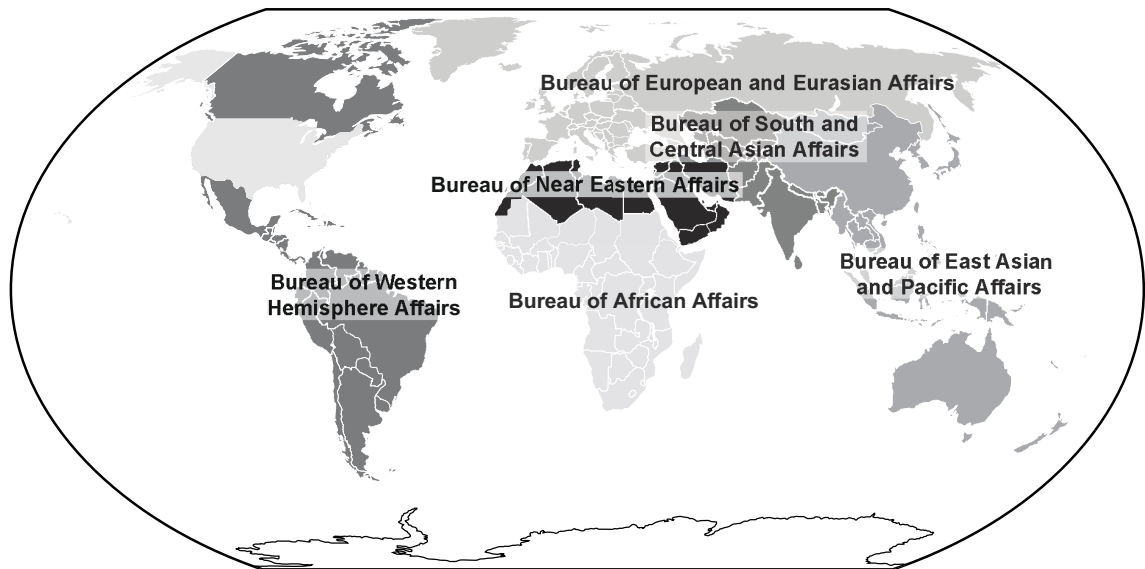
| Marine Corps Organization Assigned | Billet | Notes/Job Description |
|--|---|--|
| MAGTF Staff Training Program (Marine Corps Combat Development Command) | Interagency/Civil Affairs Analyst (3 billets) | Provide civil affairs, CMO and interagency expertise in training MAGTF staffs. Work with interagency representatives to develop exercise products ensuring commander's training objectives are met. Observe staff actions during the exercise and provide after action input. Review related doctrine and recommend changes. Provide CMO and interagency input into MAGTF Staff Training Program pamphlets |
| Training and Education Command (Marine Corps Combat Development Command) | Interagency Coordinator | Responsible for the coordination of Marine Corps interagency training requirements with other USG departments |

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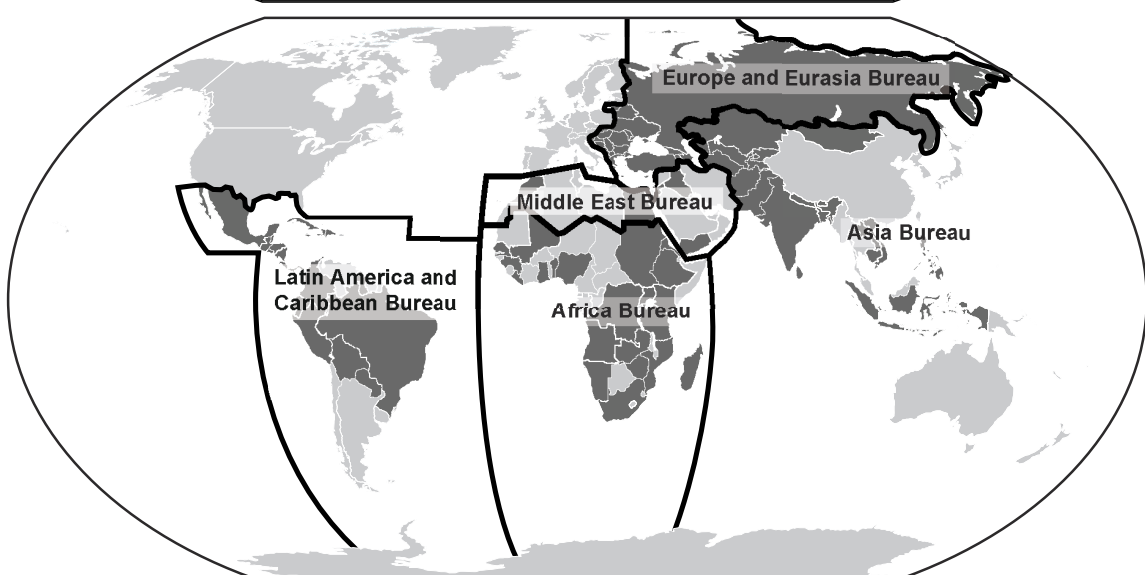
APPENDIX J
DEPARTMENT OF STATE, UNITED STATES AGENCY
FOR INTERNATIONAL DEVELOPMENT, AND DEPARTMENT
OF DEFENSE GLOBAL AREAS OF RESPONSIBILITY MAP



United States Department of Defense



United States Department of State



United States Agency for International Development

APPENDIX K

UNITED STATES GOVERNMENT DEPARTMENTS AND AGENCIES

This appendix alphabetically identifies the major agencies and departments of the Executive Branch of the USG and provides associated Web page links. The sites address such topics as mission, authorities, leadership, structure, functions, interests, strategic communication messages, capabilities, and statistics. It is important to have a general knowledge of the composition of other USG agencies. Make it a practice to review these sites before engaging or requesting interaction with other partners.

Department of Agriculture

The United States Department of Agriculture (USDA) develops and executes policy on farming, agriculture, and food. Its aims include meeting the needs of farmers and ranchers, promoting agricultural trade and production, assuring food safety, protecting natural resources, fostering rural communities, and ending hunger in America and abroad. Marines involved in the conduct of an initial host nation assessment may work with USDA personnel in determining crop statistics, growing seasons, and crop substitution strategies. Marines may also provide security for USDA-sponsored insect control efforts. Information can be found at <http://www.usda.gov/wps/portal/usda/usdahome>.

Department of Commerce

The Department of Commerce is the government agency tasked with improving living standards for all Americans, both domestic and abroad, by promoting economic development and technological

innovation. Marines may come in contact with Department of Commerce personnel during disaster relief operations in the continental United States or in initial conflict assessment discussions in a host nation. Information can be found at <http://www.commerce.gov/>.

Department of Education

The mission of the Department of Education is to promote student achievement and preparation for competition in a global economy by fostering educational excellence and ensuring equal access to educational opportunity. Information can be found at <http://www.ed.gov/>.

Department of Energy

The mission of the Department of Energy (DOE) is to advance the national, economic, and energy security of the United States. The DOE promotes America's energy security by encouraging the development of reliable, clean, and affordable energy. It administers federal funding for scientific research to further the goal of discovery and innovation, to ensure American economic competitiveness, and to improve the quality of life for Americans. The DOE is also tasked with ensuring America's nuclear security and with protecting the environment by providing a responsible resolution to the legacy of nuclear weapons production. Marines may provide security to DOE nuclear scientists conducting nuclear site assistance or nuclear verification inspections. Information can be found at <http://energy.gov/>.

Department of Health and Human Services

The Department of Health and Human Services is the USG's principal agency for protecting the health of all Americans and providing essential human services, especially for those who are least able to help themselves. Agencies of the department conduct health and social science research, work to prevent disease outbreaks, assure food and drug safety, and provide health insurance. Information can be found at <http://www.hhs.gov/>.

Department of Homeland Security

The missions of the DHS are to prevent and disrupt terrorist attacks; protect the American people, critical infrastructure, and key resources; and respond to and recover from incidents that do occur. The third largest Cabinet department, DHS was established by the Homeland Security Act of 2002 (Public Law 107-296), largely in response to the terrorist attacks on September 11, 2001. The new department consolidated 22 executive branch agencies. Through its various subordinate agencies and representatives, DHS maintains a robust international presence. The security of the homeland is directly related to the international, US mission, and combatant command communities and activities. Information can be found at <http://www.dhs.gov/index.shtm>. Among the 22 organizations that compose DHS, the following are frequently represented/engaged with combatant commands:

- Customs and Border Protection: <http://cbp.gov/>.
- FEMA: <http://www.fema.gov/>.
- Immigration and Customs Enforcement: <http://www.ice.gov/>.
- Transportation Security Administration: <http://www.tsa.gov/>.
- US Secret Service: <http://www.secretservice.gov/>.
- US Coast Guard: <http://uscg.mil/>.

Note: The legal basis for the US Coast Guard is US Code, Title 14, Coast Guard, which states that the Coast Guard, as established January 28, 1915, "shall be a military service and a branch of the armed forces of the United States at all times." Upon the declaration of war or when the President directs, the Coast Guard operates under the authority of the Department of the Navy. Day to day, the Coast Guard is under the direct authority of the Secretary of the Department of Homeland Security.

Marines have worked closely with several of the organizations within DHS. Specifically, Marines have participated with Customs and Border Protection personnel on counterdrug operations along the southwest border of the United States. Marines have supported FEMA during disaster relief operations, such as Hurricane Katrina in New Orleans, Louisiana. Additionally, Marines work closely with the US Coast Guard on a variety of maritime-related tasks.

Department of Housing and Urban Development

The Department of Housing and Urban Development is the federal agency responsible for national policies and programs that address America's housing needs, that improve and develop the Nation's communities, and that enforce fair housing laws. The Department plays a major role in supporting homeownership for lower- and moderate-income families through its mortgage insurance and rent subsidy programs. Information can be found at <http://portal.hud.gov/portal/page/portal/HUD>.

Department of the Interior

The Department of the Interior is the Nation's principal conservation agency. Its mission is to

protect America's natural resources, offer recreation opportunities, conduct scientific research, conserve and protect fish and wildlife, and honor America's trust responsibilities to American Indians, Alaskan Natives, and America's island communities. Marines have provided forces to assist the Department of Interior and state departments of forestry in fighting fires in the continental United States. Marine Corps bases on the east and west coasts have contingency plans to provide firefighting support to states and the USDA. Information can be found at <http://www.doi.gov/index.cfm>.

Department of Justice

The mission of the DOJ is to enforce the law and defend the interests of the United States according to the law, to ensure public safety against threats foreign and domestic, to provide federal leadership in preventing and controlling crime, to seek just punishment for those guilty of unlawful behavior, and to ensure fair and impartial administration of justice for all Americans. The DOJ is made up of 40 component organizations, including the Drug Enforcement Administration, the Federal Bureau of Investigation, the US Marshals, and the Federal Bureau of Prisons. The attorney general is the head of the DOJ and chief law enforcement officer of the federal government. The attorney general represents the United States in legal matters, advises the president and the heads of the executive departments of the government, and occasionally appears in person before the Supreme Court. Information can be found at <http://www.justice.gov/>. Among the many diverse organizations that compose DOJ, the Drug Enforcement Administration (<http://www.justice.gov/dea/index.shtml>) and the Federal Bureau of Investigation (<http://www.fbi.gov>) are frequently represented at or engaged with combatant commands. Marines have worked alongside Drug Enforcement Administration

agents in overseas counterdrug operations as well as with FBI personnel conducting a range of investigative tasks overseas.

Department of Labor

The Department of Labor oversees federal programs for ensuring a strong American workforce. These programs address job training, safe working conditions, minimum hourly wage and overtime pay, employment discrimination, and unemployment insurance. Information can be found at <http://www.dol.gov/>.

Department of State

The DOS plays the lead role in developing and implementing the President's foreign policy. Major responsibilities include US representation abroad, foreign assistance, foreign military training programs, countering international crime, and a wide assortment of services to US citizens and foreign nationals seeking entrance to the United States. The United States maintains diplomatic relations with approximately 180 countries—each posted by civilian US foreign service employees—as well as with international organizations. At home, more than 5,000 civil employees carry out the mission of the DOS. Information can be found at <http://www.state.gov/>. Key subordinate organizations within the DOS for DOD are discussed in the following subparagraphs.

Bureau of Political-Military Affairs

The Bureau of Political-Military Affairs is the DOS's principal link to the DOD. This bureau provides policy direction in the areas of international security, security assistance, military operations, defense strategy and plans, and defense trade. Information can be found at <http://www.state.gov/t/pm/>.

Bureau of Conflict Stabilization Operations

The Bureau of Conflict Stabilization Operations (CSO) advances US national security objectives by driving integrated efforts to prevent, respond to, and stabilize crises in priority states, setting conditions for long-term peace. The CSO emphasizes solutions guided by local dynamics and actors. The CSO promotes unity of effort, strategic use of scarce resources, and burden-sharing with international partners. The CSO shapes the DOS's ability to be anticipatory and adaptive in meeting the security challenges of the 21st century. Information can be found at <http://www.state.gov/j/cso/>.

Department of State's Regional and Geographic Bureau

Information pertaining to the Bureau of European and Eurasian Affairs and the Bureau of Near Eastern Affairs can be accessed at <http://www.state.gov/countries/>.

Bureau of Intelligence and Research

The Bureau of Intelligence and Research (INR) has a primary mission of harnessing intelligence to serve US diplomacy. Drawing on all-source intelligence, INR provides value-added independent analysis of events to DOS policymakers, ensures that intelligence activities support foreign policy and national security purposes, and serves as the focal point in the DOS for ensuring policy review of sensitive counterintelligence and law enforcement activities. The INR also analyzes geographical and international boundary issues and is a member of the US intelligence community. Information can be found at <http://www.state.gov/s/inr/>.

Humanitarian Information Unit

The INR's Humanitarian Information Unit is another useful source of information concerning

countries in a given region. The mission of the Humanitarian Information Unit is to identify, collect, analyze, and disseminate all-source information critical to USG decisionmakers and partners in preparation for and in response to humanitarian emergencies worldwide. It promotes innovative technologies and best practices for humanitarian information management. Information can be found at <http://www.state.gov/s/inr/hiu/>.

United States Agency for International Development

United States Agency for International Development is an independent federal government agency that receives overall foreign policy guidance from the Secretary of State. The agency supports long-term and equitable economic growth and advances US foreign policy objectives by supporting economic growth, agriculture, trade, global health, democracy, conflict prevention, and humanitarian assistance. It provides assistance in five regions of the world: sub-Saharan Africa, Asia, Latin America and the Caribbean, Europe and Eurasia, and the Middle East. Information can be found at <http://www.usaid.gov/>. Other USAID programs/offices of relevance to Marines are discussed in the following subparagraphs.

Office of Civilian Military Cooperation

The Office of Civilian Military Cooperation within the Bureau for Democracy, Conflict, and Humanitarian Assistance provides the focal point for USAID interaction with US and foreign militaries and formalizes relationships with the same through coordinated planning, training, education, and exercises. It develops guidelines and standard operating procedures consistent with each organization's mandate. Information can be found at <http://www.usaid.gov/work-usaid/partnership-opportunities/us-military/office-civilian-military-cooperation>.

Office of US Foreign Disaster Assistance

The Office of US Foreign Disaster Assistance is responsible for facilitating and coordinating USG emergency assistance overseas. As part of USAID's Bureau for Democracy, Conflict, and Humanitarian Assistance, this office provides humanitarian assistance to save lives, alleviate human suffering, and reduce the social and economic impact of humanitarian emergencies worldwide. Information can be found at <http://www.usaid.gov/who-we-are/organization/bureaus/bureau-democracy-conflict-and-humanitarian-assistance/office-us>.

Office of Transition Initiatives

The Office of Transition Initiatives (OTI) lays the foundation for long-term development by promoting reconciliation, jump-starting economies, and helping move countries toward democratic reform. The OTI specifically encourages a culture of swift response among its staff and partners. The OTI is funded by a separate transition initiatives budget account with special authorities that allow immediate spending where it is most needed. Some specific OTI project areas with particular relevance to the Marine Corps include supporting community development programs that encourage political participation of traditionally underrepresented groups, funding reintegration of former combatants into their communities, assisting local efforts to fight corruption and promote transparent governance, and encouraging measures to bring the military under civilian control. Information can be found at <http://www.usaid.gov/who-we-are/organization/bureaus/bureau-democracy-conflict-and-humanitarian-assistance/office-1>.

Office of Conflict Management and Mitigation

The Office of Conflict Management and Mitigation works to assist USAID to prevent, mitigate, and manage the causes and consequences of violent conflict and fragility. The Office of Conflict

Management and Mitigation leads USAID's efforts to identify and analyze sources of conflict and fragility and supports early responses to address the causes and consequences of instability and violent conflict. It seeks to integrate conflict mitigation and management into USAID's analysis, strategies, and programs. The primary activities of the Office of Conflict Management and Mitigation with particular relevance to the Marine Corps include creating detailed conflict assessments that map destabilizing patterns and trends in a specific developing country, providing direct support for conflict management programs, and supporting the development of an early warning system that can help focus USAID and USG attention and resources on countries that are at greatest risk for violence. Information can be found at <http://www.usaid.gov/who-we-are/organization/bureaus/bureau-democracy-conflict-and-humanitarian-assistance/office>.

Department of Transportation

The mission of the Department of Transportation is to ensure a fast, safe, efficient, accessible, and convenient transportation system that meets America's vital national interests and enhances the quality of life of the American people. Organizations within the Department include the Federal Highway Administration, the Federal Aviation Administration, the National Highway Traffic Safety Administration, the Federal Transit Administration, the Federal Railroad Administration, and the Maritime Administration. Information can be found at <http://www.dot.gov/>.

Department of Treasury

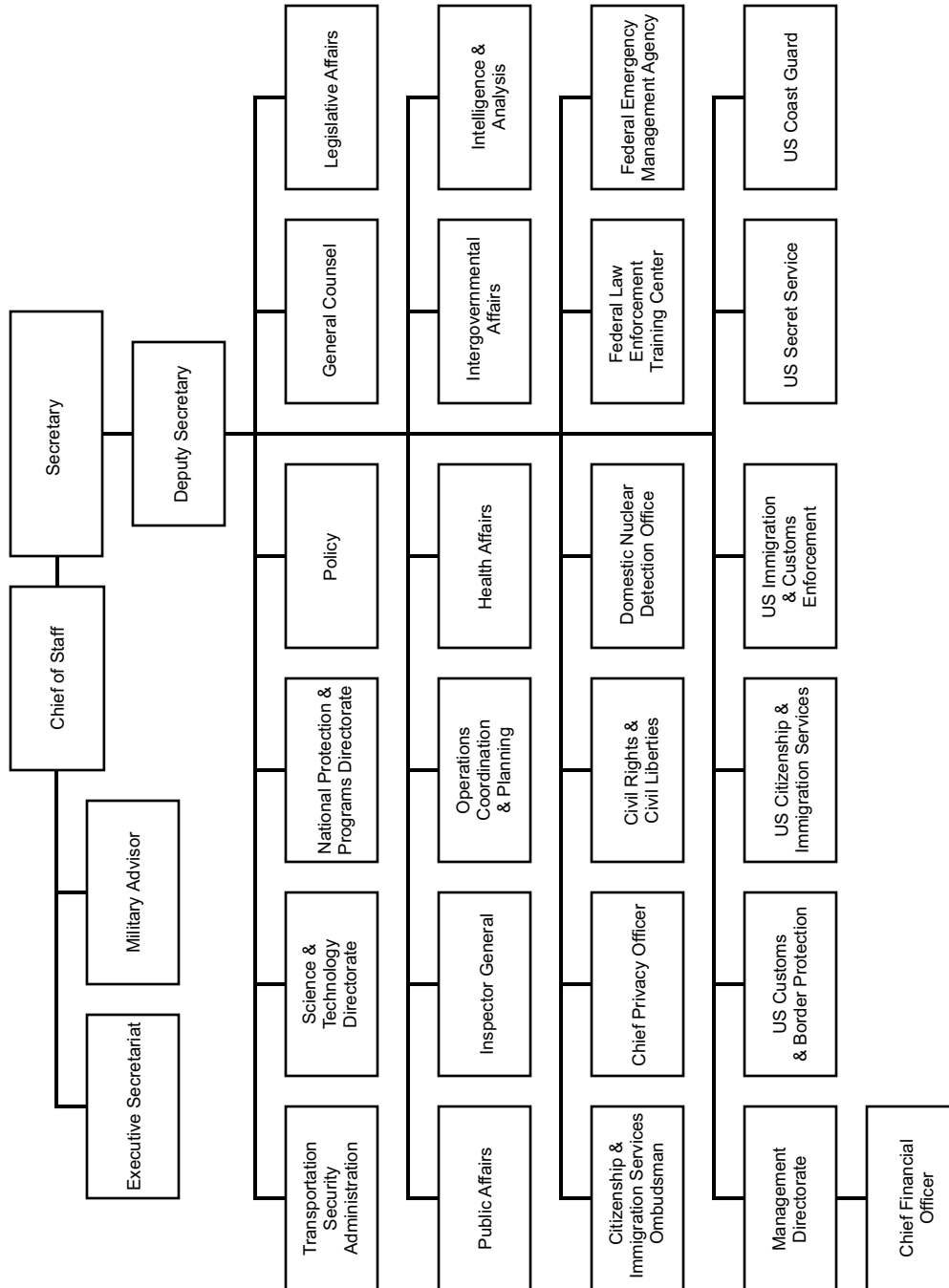
The Department of the Treasury promotes economic prosperity and the soundness and security of the United States and international financial systems. The Department operates and maintains systems that are critical to the Nation's financial infrastructure, such as producing coin

and currency, disbursing payments to the American public, collecting taxes, and borrowing funds necessary to run the federal government. The Department works with other federal agencies, foreign governments, and international financial institutions to encourage global economic growth, raise standards of living, and, to the extent possible, predict and prevent economic and financial crises. The Department of Treasury also performs a critical and far-reaching role in enhancing national security by improving the safeguards of America's financial systems, implementing economic sanctions against foreign threats to the United States, and identifying and targeting the financial support networks of national security threats. Information can be found at <http://www.treasury.gov/Pages/default.aspx>.

Office of the Director of National Intelligence

The DNI serves as the head of the intelligence community, overseeing and directing the implementation of the National Intelligence Program and acting as the principal advisor to the President, the NSC, and the Homeland Security Council for intelligence matters related to national security. Working together with the principal deputy DNI and with the assistance of mission managers and four deputy directors, the Office of the DNI strives to effectively integrate foreign, military, and domestic intelligence in defense of the homeland and of United States interests abroad. Information can be found at <http://www.dni.gov/>.

APPENDIX L
DEPARTMENT OF HOMELAND SECURITY ORGANIZATIONAL CHART



GLOSSARY

SECTION I. ACRONYMS AND ABBREVIATIONS

| | | | |
|------------------|--|-------------------|--|
| 3D | diplomacy, development, and defense | ICRC | International Committee of the Red Cross |
| BSRP | Bureau Strategic Resource Plan | IGO | intergovernmental organization |
| CAG | civil affairs group | INR | Bureau of Intelligence and Research (DOS) |
| CDCS | Country Development Cooperation Strategy | ISSAF | International Security Sector Assessment Framework |
| CJCS | Chairman of the Joint Chiefs of Staff | JFC | joint force commander |
| CMO | civil-military operations | JIACG | joint interagency coordination group |
| CMOC | civil-military operations center | JP | joint publication |
| COA | course of action | JTF | joint task force |
| COM | chief of mission | | |
| CSO | Bureau of Conflict and Stabilization Operations (DOS) | MAGTF | Marine air-ground task force |
| | | MCRP | Marine Corps reference publication |
| DHS | Department of Homeland Security | MEF | Marine expeditionary force |
| DIA | Defense Intelligence Agency | MSRP | mission strategic resource plan |
| DIRINT | Director of Intelligence (USMC) | MSSR | maritime security sector reform |
| DNI | Director of National Intelligence | | |
| DOD | Department of Defense | NATO | North Atlantic Treaty Organization |
| DOE | Department of Energy | NGO | nongovernmental organization |
| DOJ | Department of Justice | NSA | National Security Agency |
| DOS | Department of State | NSC | National Security Council |
| DSCA | defense support of civil authorities | | |
| | | OCHA | Office for the Coordination of Humanitarian Affairs |
| EPLO | emergency preparedness liaison officer | OTI | Office of Transition Initiatives (USAID) |
| | | | |
| FEMA | Federal Emergency Management Agency | PRC | populace and resources control |
| FHA | foreign humanitarian assistance | QDDR | Quadrennial Diplomacy and Development Review |
| | | | |
| G-9 | assistant chief of staff, civil affairs/civil-military operations | S-9 | civil affairs/civil-military operations officer |
| GCC | geographic combatant commander | SAF | Stability Assessment Framework |
| | | SecDef | Secretary of Defense |
| ICAF | Interagency Conflict Assessment Framework | SIPRNET | Secure Internet Protocol Router Network |

| | | | |
|--------------|-----------------------------------|-------------|--------------------------------|
| UN..... | United Nations | USAID | United States Agency for |
| UNDP | United Nations | | International Development |
| | Development Programme | USDA | United States Department |
| UNHCR | United Nations Office of the High | | of Agriculture |
| | Commissioner for Refugees | USG | United States Government |
| UNICEF | United Nations Children’s Fund | WHO..... | World Health Organization (UN) |
| US | United States | | |

SECTION II: TERMS AND DEFINITIONS

assessment—1. A continuous process that measures the overall effectiveness of employing joint force capabilities during military operations. 2. Determination of the progress toward accomplishing a task, creating a condition, or achieving an objective. 3. Analysis of the security, effectiveness, and potential of an existing or planned intelligence activity. 4. Judgment of the motives, qualifications, and characteristics of present or prospective employees or “agents.” (JP 1-02)

chief of mission—The principal officer (the ambassador) in charge of a diplomatic facility of the United States, including any individual assigned to be temporarily in charge of such a facility. The chief of mission is the personal representative of the President to the country of accreditation. The chief of mission is responsible for the direction, coordination, and supervision of all US Government executive branch employees in that country (except those under the command of a US area military commander). The security of the diplomatic post is the chief of mission’s direct responsibility. Also called **COM**. (JP 1-02)

civil affairs—Designated Active and Reserve Component forces and units organized, trained, and equipped specifically to conduct civil affairs operations and to support civil-military operations. Also called **CA**. See also **civil-military operations**. (JP 1-02)

civil-military cooperation—The coordination and cooperation, in support of the mission, between the NATO Commander and civil actors, including the national population and local authorities, as well as international, national and non-governmental organizations and agencies. (AAP-6)

civil-military operations—Activities of a commander performed by designated civil affairs or other military forces that establish, maintain, influence, or exploit relations between military forces, indigenous populations, and institutions, by directly supporting the attainment of objec-

tives relating to the reestablishment or maintenance of stability within a region or host nation. Also called **CMO**. (JP 1-02)

combatant command—A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. (JP 1-02)

conflict prevention—A peace operation employing complementary diplomatic, civil, and, when necessary, military means, to monitor and identify the causes of conflict, and take timely action to prevent the occurrence, escalation, or resumption of hostilities. (JP 1-02)

country team—The senior, in-country, United States coordinating and supervising body, headed by the chief of the United States diplomatic mission, and composed of the senior member of each represented United States department or agency, as desired by the chief of the United States diplomatic mission. (JP 1-02)

defense support of civil authorities—Support provided by US Federal military forces, Department of Defense civilians, Department of Defense contract personnel, Department of Defense component assets, and National Guard forces (when the Secretary of Defense, in coordination with the governors of the affected states, elects and requests to use those forces in Title 32, United States Code, status) in response to requests for assistance from civil authorities for domestic emergencies, law enforcement support, and other domestic activities, or from qualifying entities for special events. Also called **DSCA**. (JP 1-02)

emergency preparedness liaison officer—A senior reserve officer who represents their Service at the appropriate joint field office conducting planning and coordination responsibilities in support of civil authorities. Also called **EPLO**. (JP 1-02)

evaluation—In intelligence usage, appraisal of an item of information in terms of credibility, reliability, pertinence, and accuracy. (JP 1-02)

foreign humanitarian assistance—Department of Defense activities conducted outside the United States and its territories to directly relieve or reduce human suffering, disease, hunger, or privation. Also called **FHA**. (JP 1-02)

homeland defense—The protection of United States sovereignty, territory, domestic population, and critical infrastructure against external threats and aggression or other threats as directed by the President. Also called **HD**. (JP 1-02)

host nation—A nation which receives the forces and/or supplies of allied nations and/or NATO organizations to be located on, to operate in, or to transit through its territory. Also called **HN**. (JP 1-02)

humanitarian and civic assistance—Assistance to the local populace, specifically authorized by Title 10, United States Code, Section 401, and funded under separate authorities, provided by predominantly United States forces in conjunction with military operations. (JP 1-02)

indicator—In intelligence usage, an item of information which reflects the intention or capability of an adversary to adopt or reject a course of action. (JP 1-02)

instruments of national power—All of the means available to the government in its pursuit of national objectives. They are expressed as diplomatic, economic, informational and military. (JP 1-02)

intelligence community—All departments or agencies of a government that are concerned with intelligence activity, either in an oversight, managerial, support, or participatory role. (JP 1-02)

interagency—Of or pertaining to United States Government agencies and departments, including

the Department of Defense. See also **interagency coordination**. (JP 1-02)

interagency coordination—Within the context of Department of Defense involvement, the coordination that occurs between elements of Department of Defense, and engaged US Government agencies and departments for the purpose of achieving an objective. (JP 1-02)

intergovernmental organization—An organization created by a formal agreement between two or more governments on a global, regional, or functional basis to protect and promote national interests shared by member states. Also called **IGO**. (JP 1-02)

intermediate objective—In land warfare, an area or feature between the line of departure and an objective which must be seized and/or held. (AAP-6)

interorganizational coordination—The interaction that occurs among elements of the Department of Defense; engaged United States Government agencies; state, territorial, local, and tribal agencies; foreign military forces and government agencies; intergovernmental organizations; nongovernmental organizations; and the private sector. (JP 1-02)

joint force commander—A general term applied to a combatant commander, subunified commander, or joint task force commander authorized to exercise combatant command (command authority) or operational control over a joint force. Also called **JFC**. (JP 1-02)

joint interagency coordination group—A staff group that establishes regular, timely, and collaborative working relationships between civilian and military operational planners. Also called **JIACG**. (JP 1-02)

Military Department—One of the departments within the Department of Defense created by the National Security Act of 1947, which are the

Department of the Army, the Department of the Navy, and the Department of the Air Force. (JP 1-02)

monitoring—1. The act of listening, carrying out surveillance on, and/or recording the emissions of one's own or Allied forces for the purpose of maintaining and improving procedural standards and security, or for reference, as applicable. 2. The act of listening, carrying out surveillance on, and/or recording of enemy emissions for intelligence purposes. 3. The act of detecting the presence of radiation and the measurement thereof with radiation measuring instruments. (AAP-6)

nongovernmental organization—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. Also called **NGO**. (JP 1-02)

objective—1. The clearly defined, decisive, and attainable goal toward which every operation is directed. 2. The specific target of the action taken which is essential to the commander's plan. (JP 1-02)

populace and resources control—Control measures that assist host nation governments or de facto authorities in retaining control over their population centers, thus precluding complicating problems that may hinder joint mission accomplishment. Populace and resources control measures seek to identify, reduce, relocate, or access population resources that may impede or otherwise threaten joint operation success. Also called **PRC**. (MCRP 5-12C)

public diplomacy—1. Those overt international public information activities of the United States Government designed to promote United States foreign policy objectives by seeking to understand, inform, and influence foreign audiences

and opinion makers, and by broadening the dialogue between American citizens and institutions and their counterparts abroad. 2. In peace building, civilian agency efforts to promote an understanding of the reconstruction efforts, rule of law, and civic responsibility through public affairs and international public diplomacy operations. (JP 1-02)

risk—Probability and severity of loss linked to hazards. (JP 1-02) The chance of hazard or bad consequences resulting in exposure to possible injury or loss. Risk level is expressed in terms of hazard probability or severity. (MCRP 5-12C)

SECRET Internet Protocol Router Network—The worldwide SECRET-level packet switch network that uses high-speed internet protocol routers and high-capacity Defense Information Systems Network circuitry. Also called **SIPRNET**. (JP 1-02)

security assistance—Group of programs authorized by the Foreign Assistance Act of 1961, as amended, and the Arms Export Control Act of 1976, as amended, or other related statutes by which the United States provides defense articles, military training, and other defense-related services, by grant, loan, credit, or cash sales in furtherance of national policies and objectives. Security assistance is an element of security cooperation funded and authorized by Department of State to be administered by Department of Defense/Defense Security Cooperation Agency. Also called **SA**. See also **security cooperation**. (JP 1-02)

security cooperation—All Department of Defense interactions with foreign defense establishments to build defense relationships that promote specific US security interests, develop allied and friendly military capabilities for self-defense and multinational operations, and provide US forces with peacetime and contingency access to a host nation. See also **security assistance**. (JP 1-02)

security force assistance—The Department of Defense activities that contribute to unified action by the US Government to support the development of the capacity and capability of foreign security forces and their supporting institutions. (JP 1-02)

security sector reform—A comprehensive set of programs and activities undertaken to improve the way a host nation provides safety, security, and justice. (JP 1-02)

strategy—A prudent idea or set of ideas for employing the instruments of national power in a synchronized and integrated fashion to achieve theater, national, and/or multinational objectives. (JP 1-02)

unified action—The synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort. (JP 1-02)

unity of command—The operation of all forces under a single responsible commander who has the requisite authority to direct and employ those forces in pursuit of a common purpose. (JP 1-02).

unity of effort—Coordination and cooperation toward common objectives, even if the participants are not necessarily part of the same command or organization, which is the product of successful unified action. (JP 1-02)

REFERENCES AND RELATED PUBLICATIONS

Federal Publications

Executive Order

10973 Administration of Foreign Assistance and Related Functions

Public Laws

87-194 Foreign Assistance Act

107-296 Homeland Security Act of 2002

111-352 GPRA [Government Performance and Results Act] Modernization Act of 2010

United States Code

Title 10 Armed Forces

Title 14 Coast Guard

Title 18 Crimes and Criminal Procedure

Title 36 Patriotic and National Observances, Ceremonies, and Organizations

Title 42 The Public Health and Welfare

Presidential Policy Directive

1 Organization of the National Security Council System

Other Publications

General Assembly Resolution 46/182, Strengthening of the Coordination of Humanitarian Emergency Assistance of the United Nations

National Security Strategy

National Strategy for Physical Protection of Critical Infrastructures and Key Assets

National Strategy for Counterterrorism

The Quadrennial Diplomacy and Development Review (QDDR): Leading Through Civilian Power

Department of Defense Issuances

Department of Defense Directives (DODDs)

1100.20 Support and Services for Eligible Organizations and Activities Outside the Department of Defense

2000.13 Civil Affairs

3000.07 Irregular Warfare (IW)

3020.40 DOD Policy and Responsibilities for Critical Infrastructure

3025.18 Defense Support of Civil Authorities (DSCA)

5100.01 Functions of the Department of Defense and Its Major Components

5100.46 Foreign Disaster Relief (FDR)

5111.13 Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs (ASD[HD&ASA])

5132.03 DOD Policy and Responsibilities Relating to Security Cooperation

- 5158.04 United States Transportation Command (USTRANSCOM)
- 5205.75 DoD Operations at U.S. Embassies

Department of Defense Instruction (DODI)

- 1000.17 Detail of DOD Personnel to Duty Outside the Department of Defense
- 3000.05 Stability Operations
- 4000.19 Support Agreements
- C-5105.81 Implementing Instructions for DOD Operations at U.S. Embassies (U)
- 8110.01 Multinational Information Sharing Networks Implementation
- 8220.02 Information and Communications Technology (ICT) Capabilities for Support of Stabilization and Reconstruction, Disaster Relief, and Humanitarian and Civic Assistance Operations

Other Publications

Department of Defense Information Sharing Strategy

Chairman of the Joint Chiefs of Staff Instructions (CJCSIs)

- 2700.01E International Military Agreements for Rationalization, Standardization, and Interoperability (RSI) Between the United States, its Allies, and Other Friendly Nations
- 3125.01 Defense Response to Chemical, Biological, Radiological and Nuclear (CBRN) Incidents in the Homeland
- 3210.06 Irregular Warfare
- 3214.01 Defense Support for Chemical, Biological, Radiological, and Nuclear Incidents on Foreign Territory
- 3710.01 DOD Counterdrug Support
- 5715.01 Joint Staff Participation in Interagency Affairs

Joint Publications (JPs)

- 1 Doctrine for the Armed Forces of the United States
- 2-0 Joint Intelligence
- 2-01 Joint and National Intelligence Support to Military Operations
- 2-01.3 Joint Intelligence Preparation of the Operational Environment
- 2-03 Geospatial Intelligence Support to Joint Operations
- 3-0 Joint Operations
- 3-05 Special Operations
- 3-07 Stability Operations
- 3-07.2 Antiterrorism
- 3-07.3 Peace Operations
- 3-07.4 Joint Counterdrug Operations
- 3-08 Interorganizational Coordination During Joint Operations
- 3-11 Operations in Chemical, Biological, Radiological, and Nuclear Environments
- 3-13 Information Operations
- 3-16 Multinational Operations
- 3-22 Foreign Internal Defense
- 3-24 Counterinsurgency Operations
- 3-27 Homeland Defense

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| 3-28 | Defense Support of Civil Authorities |
| 3-29 | Foreign Humanitarian Assistance |
| 3-57 | Civil-Military Operations |
| 3-61 | Public Affairs |
| 3-68 | Noncombatant Evacuation Operations |
| 4-0 | Joint Logistics |
| 4-01 | Joint Doctrine for the Defense Transportation System |
| 4-02 | Health Service Support |
| 4-05 | Joint Mobilization Planning |
| 5-0 | Joint Operation Planning |

Joint Warfighting Center Publications

Commander's Handbook for the Joint Interagency Coordination Group
Commander's Handbook for Strategic Communication and Communication Strategy
Interagency, Intergovernmental, Nongovernmental and Private Sector Coordination (A Joint Force Operational Perspective) Focus Paper #3 (2nd Ed.)

Army Publications

Field Manual (FM)

3-07 Stability

Graphic Training Aid (GTA)

90-01-020 DSCA Handbook—Tactical Level Commander and Staff Toolkit

Marine Corps Publications

Marine Corps Doctrinal Publication (MCDP)

5 Planning

Marine Corps Warfighting Publications (MCWPs)

| | |
|--------|--|
| 3-33.1 | Marine Air-Ground Task Force Civil-Military Operations |
| 3-33.3 | Marine Corps Public Affairs |
| 3-33.5 | Insurgencies and Countering Insurgencies |
| 3-33.8 | Multi-Service Tactics, Techniques, and Procedures for Conducting Peace Operations (Peace Ops) |
| 3-36.2 | Multi-Service Tactics, Techniques, and Procedures for Defense Support of Civil Authorities and Integrating with National Guard Civil Support |
| 3-37.7 | Multi-Service Tactics, Techniques, and Procedures for Weapons of Mass Destruction-Elimination Operations |
| 3-40.4 | Marine Air-Ground Task Force Information Operations |
| 4-1 | Logistics Operations |
| 4-11.1 | Health Service Support Operations |
| 5-1 | Marine Corps Planning Process |

Marine Corps Reference Publications (MCRPs)

- 2-3A Intelligence Preparation of the Battlefield/Battlespace
- 3-33.1A Civil Affairs Tactics, Techniques, and Procedures
- 3-37C Flame, Riot Control Agents and Herbicide Operations

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- 3-33.02 Maritime Stability Operations

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