



Joint Guide for

INTERAGENCY DOCTRINE



4 November 2019



Supplement to Joint Publication 3-08
Interorganizational Cooperation Appendices



PREFACE

1. Scope

This first edition of *Joint Guide for Interagency Doctrine* represents a major milestone in our efforts to improve interoperability among United States Government (USG) federal workforces. It attempts to socialize interagency frameworks at the strategic level with the focus on national security. This document is not authoritative, definitive of the activities of any of department or agency, nor binding to the USG, but instead compiles information from a variety of authoritative sources.

2. Purpose and Application

This document was prepared under the direction of the Joint Doctrine Interorganizational Cooperation committee. Its purpose is to improve communication and mutual understanding within the federal government and increase workforce efficiencies using the enclosed as a starting point for interoperability solutions. Content, much of it drawn from existing organizational materials, was chosen for its interagency and workforce significance. This document is not intended to be an all-inclusive compilation of interagency material, replace any organizational policy or doctrinal document, nor to recommend one concept or practice over others. In no event will it become a vehicle for establishing, interpreting or replacing policy, rules, regulations, but can provide insight and a starting point on a doctrine for understanding and improving unity of effort among workforces. This document is not intended to be used as a legal document, nor reflect all relevant statutory provisions, regulations or other guidance nor restrict the authority of the USG from organizing the workforce and executing activities in a manner the President deems most appropriate.

3. Revision

Future editions will be updated based on upon properly formatted material submitted by departments and agencies during annual reviews and according to demand. Organizations are responsible for providing update requests for consideration to the Department of Defense (DOD) / Joint Chiefs of Staff / George Katsos / Program Manager through the Joint Staff's Annual Call Memo via Executive Secretariats and direct interagency stakeholder requests. Per this effort, we acknowledge and intend to inform but in no way counter any other on-going engagement and cooperation by civilian or military entities to include those in the Joint Staff in their quest to improve interoperability with counterparts.



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CHAPTER I FOUNDATIONS

1. National Interests

National interests are usually expressed in national level policies and determine our country's involvement in the rest of the world. In general, the President articulates national interests within strategic documents or through executive action. The protection of these interests often bring the country into either competition or conflict with other nations and entities within the international arena. When US interests are incompatible with other states or actors who seek to protect or advance their own interests, competition among these entities take many forms of interaction to include coercion, deterrence, or attraction of others in order to leverage and gain advantage within the competition space.

2. National Strategic Direction

National strategic direction is governed by the Constitution, US law, USG policy regarding internationally recognized law, and the national interest as represented by national security policy. The President, assisted by the National Security Council (NSC) and other councils, provides strategic direction that guide the synchronization and USG activities. As an overarching term, strategic direction encompasses processes and action that the President, Cabinet secretaries, and agency heads provide for their workforces to accomplish national security objectives. For security purposes, the President signs the National Security Strategy (NSS) in which the NSC is the principal forum that coordinates its strategic-level implementation.

3. National Power

Power is the ability to act or produce an effect. In the context of national security, power is distributed and used in the pursuit of national interests based on national agendas and demands. The process of distributing power may be peaceful and orderly or violent and chaotic. The USG has many elements of national power at its disposal. Commonly referred to as DIME (Diplomatic, Information, Military, Economic) when employed for national security reasons, national power can also include the statecraft resources of Finance, Intelligence, and Law Enforcement. Many of the individual agencies bring their own workforce footprint to make up these elements of national power therefore becoming instruments of USG policy upon employment. These efforts support and operate harmoniously with the other instruments of national power as part of an integrated cohesive whole-of-government approach. At any point in time, one of the instruments is usually playing the principal role in advancing a national strategy while the others support.

4. Strategic Approaches

The US faces complex threats and security challenges that require innovative responses. US steady state or response activities range from peaceful cooperation, to competition below armed conflict, to armed conflict. Moving through this spectrum of

activities crosses important conceptual thresholds as parties shift from generally friendly to increasingly adversarial interactions.

Unified action is a comprehensive effort that focuses on coordination and cooperation of civilian and military entities toward common objectives, even if the participants are not necessarily part of the same command or organization. The translation of national objectives into unified action is essential to the unity of effort through a military command-and-control method and a civilian consensus-based cooperation system towards success. A whole-of-government approach integrates the cooperative efforts of USG departments and agencies toward unity of effort between them. For both international and domestic activities, whole-of-government efforts are facilitated through mechanisms set up by presidential and organizational polices. A number of civilian agencies and organizations—each with their own mandates, capabilities, authorities, and objectives—compete with each other and can undermine the whole-of-government progress. In support of a whole-of-government approach, strategic art as an intellectual process can create conditions for the USG bureaucracy to work. This includes understanding the major international, diplomatic, political, and security challenges impacting success, the potential ways that the US might employ its national means to attain desired ends, and visualizing how deployed workforces can support and/or enable national success.

For more information see: Joint Publication 1, Doctrine for the Armed Forces of the United States, at <https://www.jcs.mil/Doctrine/Joint-Doctrine-Pubs/Capstone-Series/>

CHAPTER II ORGANIZATION

1. The National Security Council System

The NSC system is a process that coordinates executive departments and agencies to develop and implement effective national security policies. Its principal forum, the NSC, has its regular attendees (both statutory and non-statutory) that normally include the President, the Vice President, the Secretary of State, the Secretary of the Treasury, the Secretary of Defense, and the Assistant to the President for National Security Affairs.

2. National Security Council

The NSC is the President's principal staff for considering national security and foreign policy matters with senior national security advisors and Cabinet officials. It serves as the President's principal arm for coordinating policy matters among various USG departments and agencies. Its function is to advise and assist the President to integrate all aspects of national security policy as it affects the US. The NSC develops policy options, considers implications, coordinates operational problems that require interdepartmental consideration, develops recommendations for the President, and monitors policy implementation. The NSC manages an interagency process that is strategic, agile, transparent, and predictable to advance US national security interests. At its core, the purpose of the interagency process is to advance the President's policy priorities and, more generally, to serve the national interest by ensuring all USG departments and agencies, and perspectives contribute to achieving these priorities, and participate in formulating and implementing policy. Those who participate in the interagency process do so as representatives of their respective USG departments and agencies. They also serve the nation's greater interests by being participants in a unique process to resolve common problems and advance common policies. The three levels of formal NSC interagency committees are the Principals Committee (PC), Deputies Committee (DC), and Policy Coordination Committees (PCCs). The PC is the senior Cabinet-level interagency forum for consideration of policy chaired by the National Security Advisor. The DC is the senior sub-Cabinet-level interagency forum chaired by the Deputy National Security Advisor to ensure issues being brought before the PC or the NSC have been properly analyzed and prepared for decision. PCCs are the main day-to-day fora for interagency coordination of national security policy that ensure timely responses to decisions made by the President. The PCCs are established at the direction of the DC, and chaired by senior NSC staff and convene on a regular basis to review and coordinate the implementation of presidential decisions in their policy areas.

3. Other Councils

The Homeland Security Council is tasked with advising the President on matters relating to homeland security. The Homeland Security Advisor is subordinate and under the direction of the National Security Advisor. Regular attendees include the President, Vice President, Secretaries of State, of the Treasury, Defense, Homeland Security, and Attorney General. The Domestic Policy Council supervises the development,

coordination, and execution of domestic policy for the President, and also offers advice to the President and represents Presidential priorities to Congress. Regular attendees include the President, Vice president, Attorney General, and the Secretaries of Health and Human Services, Homeland Security, Labor, Veterans Affairs, Interior, Education, Housing and Urban Development, Agriculture, Transportation, Commerce, Energy and the Treasury. The National Economic Council is the principal forum used by the President for considering economic policy matters (separate from those above) including: healthcare, tax and retirement, the financial system, macroeconomics, infrastructure, agriculture, technology, telecom, cyber-security, energy and the environment, and trade. Regular attendees include the President, Vice president, and the Secretaries of the Treasury, Agriculture, Commerce, Labor, Housing and Urban Development, Transportation, Energy and Health and Human Services.

4. Nature of Workforce Interaction

The Executive Branch of the USG is organized by function with each department performing certain core tasks. Each US department and agency of the Executive Branch is established by its enabling or organic legislation. Congress appropriates department and agency funds based on the missions set forth in that legislation, and the ability of an agency to execute specific missions is therefore constrained by both its general authority under its enabling legislation (i.e., whether the enabling legislation allows it to perform certain functions) and the availability of funding to perform those the activities permitted under the enabling legislation. The Economy Act provides agencies the authority to provide services to, or secure the services of, another executive agency for in-house performance or performance by contract where there is no other statutory authority. The head of an agency or major organizational unit within an agency may place an order for goods or services with a major organizational unit within the same agency or another agency under certain circumstances.

For more information see: National Security Presidential Memorandum-4, Organization of the National Security Council, the Homeland Security Council, and Subcommittees; Interorganizational Cooperation I of III - The Interagency Perspective JFQ 79, 2015; Interorganizational Cooperation II of III - The Humanitarian Perspective JFQ 80, 2016; Interorganizational Cooperation III of III The Joint Force Perspective JFQ 81, 2016, at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>

CHAPTER III FEDERAL GOVERNMENT STRUCTURES

1. United States Government

The USG and its workforce assists in achieving foreign and domestic objectives. Abroad, the Department of State (DOS) is the lead foreign agency that assists the President in foreign policy formulation and execution. For overseas development and disaster response the US Agency for International Development (USAID) is designated the lead federal agency for USG activities. During conflict, DOD leads efforts until a legitimate government is established for DOS or USAID diplomacy and interaction. In management and support of domestic activities, DHS is designated the lead foreign agency for homeland security. DHS unifies national efforts to secure America by preventing and deterring terrorist attacks and protecting against, and responding to, threats and hazards to the nation. For homeland defense, DOD is the lead federal agency. In this role, DOD manages efforts to protect US sovereignty, territory, domestic populations and critical defense infrastructure against external threats and aggression, or other threats. The following discusses three structures and frameworks.

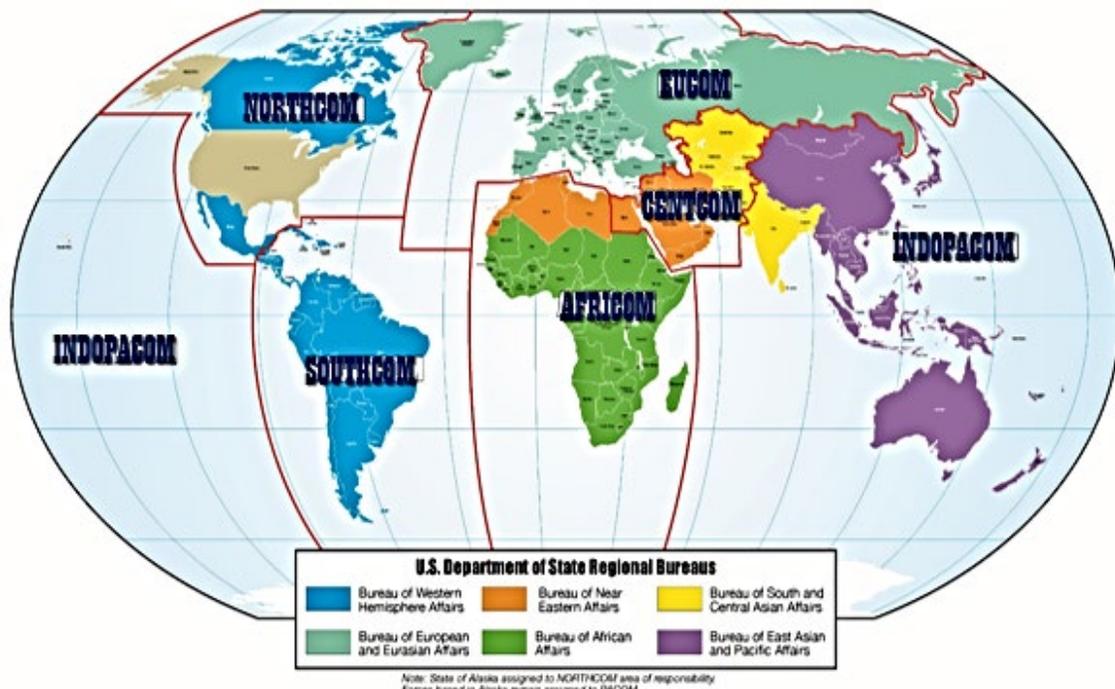
2. Structure in Foreign Countries

The US has bilateral diplomatic relations with almost all of the world's independent states. The US bilateral representation in the foreign country, known as the diplomatic mission, is established in accordance with the Vienna Convention on Diplomatic Relations, of which the US is a party. DOS provides the core staff of a diplomatic mission and administers the presence of representatives of other USG departments and agencies in the country. A diplomatic mission is led by a chief of mission (COM), usually the ambassador, but at times another person designated by the President, or the chargé d'affaires (the chargé) when no US ambassador is accredited to the country or the ambassador is absent from the country. The deputy chief of mission (DCM) is second in charge of the mission and usually assumes the role of chargé in the absence of the COM. In some countries the entire diplomatic mission will operate out of the US embassy in the host nation's (HNs) capital city. In other countries the diplomatic mission will include consulates, consulates general, or other offices or facilities (constituent posts) in other parts of the host country. For countries with which the US has no diplomatic relations, the embassy of another country represents US interests and at times houses an interests section staffed with USG employees. In countries where an international organization is headquartered, the US may have a multilateral mission to the international organization in addition to the bilateral mission to the host country.

The country team, headed by the COM, is the senior in-country interagency coordinating body. It is composed of the COM, DCM, section heads, the senior member of each USG department or agency in country, and other USG personnel, as determined by the COM. Each member presents the position of the parent organization to the country team and conveys country team considerations back to the parent organization. The COM confers with the country team to develop and implement foreign policy toward the HN and to disseminate decisions to the members of the mission. Within the executive branch, DOS

is the lead foreign affairs agency, assisting the President in foreign policy formulation and execution. DOS oversees the coordination of DOD external political-military relationships with overall US foreign policy and is the lead for coordinated interagency security sector assistance planning. USAID is the lead agency for overseas development and disaster response and is the lead implementing agency for non-security US stabilization assistance. The USAID mission is led by the mission director who is the senior-most USAID official at post, who could be a mission director, country representative, senior development advisor, or hold another position. Both USAID and DOS provide a competitive forward deployed political capability that achieve national objectives.

Organizational differences between DOS and DOD can complicate efforts to coordinate interagency activities whose execution or effects extend beyond one country. Overseas activities of DOS are, like diplomatic activities in general, heavily focused on country-by-country bilateral engagement, as opposed to DOD's more regional focus under military geographic combatant commands (GCCs). There is no DOS official resident in an overseas region who supervises or coordinates the activities of multiple US diplomatic missions. DOS Regional Bureaus are also distributed differently than DOD GCCs. Below is the DOD GCCs overlay on DOS Regional Bureau areas of responsibilities.



The DOS focal point for formulation and implementation of regional foreign policy strategies is the regional bureau headed by an assistant secretary at DOS in Washington, DC. USAID has a similar structure, with geographic bureaus headed by assistant administrators in Washington, DC. Even when these DOS and USAID regional bureaus undertake region-wide activities or coordination, the regional boundaries do not entirely match those of DOD's GCC areas of responsibility. Thus, a single GCC will often have to coordinate with two DOS or USAID regional bureaus, and vice versa. Although DOD

combatant commanders will often find it more expeditious to approach the COMs for approval of an activity in HNs, the political effect of the proposed US military activity usually goes beyond the boundaries of the individual HN. In such cases the DOD combatant commander (CCDR) should not assume that the position of the COM corresponds to the region-wide position of DOS. The CCDR's policy advisor can assist in ascertaining whether the activity has regional bureau approval.

The overall USG global plan for diplomacy and development is the DOS/USAID Joint Strategic Plan (JSP). JSP provides a four year framework for advancing US diplomatic and development efforts abroad in alignment with the NSS. DOS and USAID regional bureaus work together to produce joint regional strategies. DOS functional bureaus each produce their own strategy to guide efforts in their respective areas. COMs prepare an integrated country strategy every four years that sets USG goals and objectives with respect to the host country, and establish action plans to achieve those objectives with input from interagency Country Team and relevant US departments and agencies. The resulting integrated country strategy is a concise, streamlined document that articulates whole-of-government priorities in a given country in support of higher-level strategic plans and policy. The country development cooperation strategy is a five-year country-level strategy that defines USAID's approach (all USAID overseas operating units) for how USAID will design and implement projects and activities. It is used to inform dialogue with Congress, engage host country partners and other stakeholders, including the private sector and civil society.

3. Key Domestic Frameworks and Structures

Through a series of systems, frameworks, and plans, the nation has developed a single, comprehensive approach to domestic incident management that enables it to systematically prevent, prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies. The establishment of a single, comprehensive national incident management system known as the National Incident Management System (NIMS) provides a systematic, proactive societal approach to reduce the loss of life, property, and harm to the environment. Within Department of Homeland Security (DHS), the Federal Emergency Management Agency (FEMA) develops policy, strategy, and the aforementioned doctrinal products. For example, the National Response Framework (NRF) is a guide that details how the nation conducts all-hazards response-from the smallest incident to the largest catastrophe. It also identifies response principles, the roles and responsibilities of numerous federal departments and agencies, as well as the structures that organize national response and describes how communities, states, the USG, private sector, and domestic NGO stakeholders apply these principles to coordinate a national response. The NRF base document is also reinforced by Emergency Support Function (ESF) annexes with support annexes that provide concept of operations, procedures, and structures to achieve response directly for all stakeholders to fulfill their roles under the NRF. Certain statutes also provide a critical component to response. For example, the Robert T. Stafford Disaster Relief and Emergency Assistance Act gives the President the authority to declare an area a major disaster, declare an area an emergency, exercise ten-day emergency authority, and send in federal assets when an emergency occurs in an area

over which the federal government exercises primary responsibility. The following key domestic frameworks are facilitated by FEMA:

- **National Prevention Framework** - describes what the whole community should do upon the discovery of intelligence or information regarding an imminent threat to the homeland in order to thwart an initial or follow-on terrorist attack.
- **National Protection Framework** - describes what to do to safeguard against acts of terrorism, natural disasters and other threats or hazards.
- **National Mitigation Framework** - establishes a common platform and forum for coordinating and addressing how the nation manages risk mitigation.
- **National Response Framework (NRF)** - a guide to how the nation responds to all types of disasters and emergencies.
- **National Disaster Recovery Framework (NDRF)** - a guide that enables effective recovery support to disaster-impacted states, tribes, and local jurisdictions.

Other Partnerships. International cooperation also is practiced in our hemisphere including with Canada, Mexico, and the Bahamas. For Canada, the North American Aerospace Defense Command, DOD through US Northern Command (USNORTHCOM), and Canada Joint Operations Command share the task of defending North America and building cooperative approaches to ensure its security. The military commands have complementary missions and work closely together to meet their individual and collective responsibilities for the defense and security of North America. DOD through USNORTHCOM also works in partnership with the Mexican military and civil response partners to increase mutual long-term capacity to counter common security threats and build consequence management capability. Coordination facilitates a whole-of-government approach to a wide range of programs, events, and activities that strengthen the bilateral relationship and the collective defense of our respective nations. For the Bahamas, DOD through USNORTHCOM works in partnership with the Royal Bahamas Defence Force and their National Emergency Management Agency civil response partners to increase long-term capacity to counter security threats to both the Bahamas and the United States and build cooperative consequence management capabilities.

State, Local, Territorial, and Tribal Entities and Other Non-Federal Workforces. Domestic state, local, territorial, and tribal government (SLTT) authorities may request or require federal assistance for incidents with potentially serious long-term effects that require a coordinated response across organizations and jurisdictions, political boundaries, sectors of society, and multiple organizations. This may include federal military forces (active and reserve) for a contingency response. The National Guard of each state and territory coordinate among federal, and SLTT governments to prevent, protect against, and respond to threats and natural disasters. When a disaster threatens or occurs, a governor may request federal assistance. If DOD support is required and approved as part of that federal assistance, then DOD may execute mission assignments in support of the primary federal agency that often result in a wide range of assistance to SLTT authorities. Incidents can have a mix of public health, economic, social, environmental, criminal, and political implications with potentially serious long-term effects. Significant incidents require a

coordinated response across organizations and jurisdictions, political boundaries, sectors of society, and multiple organizations. Each US state and territory has an office of emergency services (OES), or an equivalent office (e.g., the office of emergency management), responsible to plan and assist the governor in response to emergencies. The OES coordinates state or territorial assistance to its local governments through authority of the governor or state military leader known as the Adjutant General (TAG). The OES operates the state emergency operations center during a disaster or emergency and coordinates with federal officials for support, if required. The state will usually designate a state coordinating officer, with authorities similar to the federal coordinating officer, to coordinate and integrate federal and state activities.

Domestic Law Enforcement. When requested, federal forces may provide support to federal, state, territory, tribal, insular areas, and local law enforcement organizations reacting to civil disturbances, conducting border security and counterdrug missions, preparing for antiterrorism operations, and participating in other related law enforcement activities. For DOD personnel, the requested support must be consistent with the limits Congress placed on military support to law enforcement through laws such as the Posse Comitatus Act that restricts its participation in civilian law enforcement activities.

For more information on USG see: The United States Government Manual at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/> Joint Publication 3-08, Interorganizational Cooperation, and JP 3-28 Defense Support of Civil Authorities at <https://www.jcs.mil/Doctrine/Joint-Doctrine-Pubs/3-0-Operations-Series/>; DHS Executive Guide to Domestic Incident Management and Support and other FEMA documents at <https://www.fema.gov/national-preparedness-resource-library>; Domestic Operation Law 2018 Handbook for Judge Advocates at https://www.loc.gov/rr/frd/Military_Law/CLAMO.html

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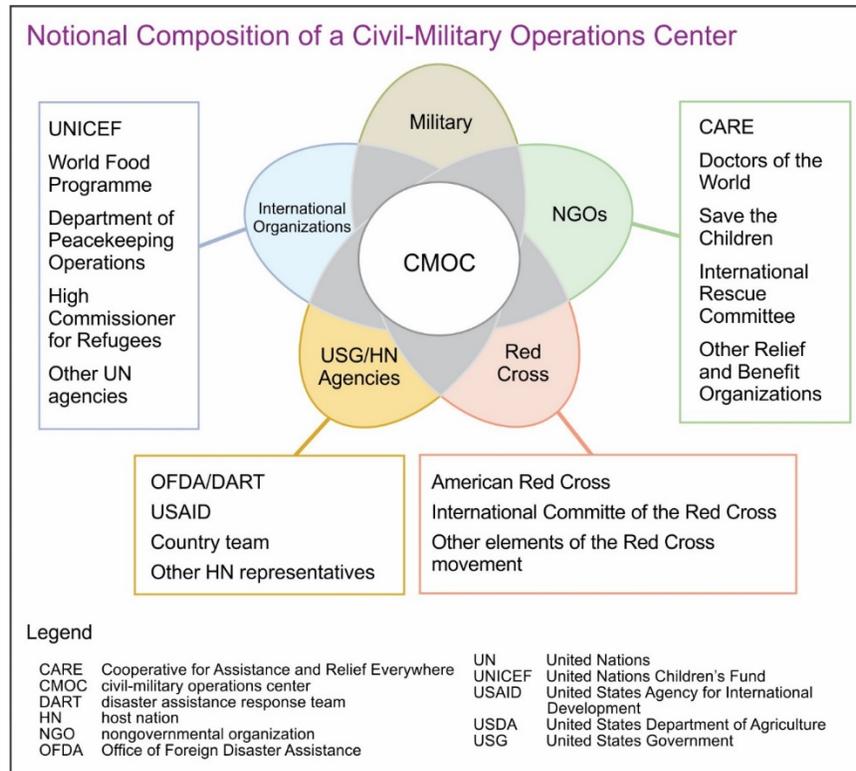
CHAPTER IV CIVIL-MILITARY COOPERATION

1. Cooperation

Civil-military cooperation generally involve temporary organizations of civilian and military personnel which are task-oriented to provide an optimal mix of capabilities and expertise to accomplish specific planning or assessment tasks or to conduct synchronized or integrated activities. Civil-military personnel can either be co-located or come together for designated planning or implementation functions. They help integrate the knowledge, expertise, and unique capabilities of USG departments and agencies within as well as multinational military forces and civilian elements of multinational partners.

The crux of interorganizational cooperation is understanding the civil-military relationship as collaborative rather than competitive. The most productive way to look at this relationship is seeing the comparative advantages of each of the two communities. While the military normally focuses on achieving clearly defined and measurable objectives within given timelines under a C2 structure, civilian organizations are concerned with fulfilling shifting political, economic, social, and humanitarian interests using negotiation, dialogue, bargaining, and consensus building. Civilian organizations act as agents of change within that society focusing on state-to-state and ministry-to-ministry relations, and in community development activities. At the same time, civilian agencies generally work in permissive environments and may not understand military goals and operations. While the ways and means between military and civilian organizations may differ, they share many purposes and risks, and the ultimate overall goal may be shared. A civil-military team can combine efforts to diminish the means and motivations of conflict, while developing provincial, district, state, or local institutions so they can lead in governance, provide basic services and economic development, and enforce the rule of law.

Joint Task Force Interorganizational Cooperation. The unique aspects of the interagency process require the Joint Task Force (JTF) headquarters to be especially flexible, responsive, and cognizant of the capabilities of military components and civilian led organizations. In contrast to an established military command structure, NGOs and international organizations in the operational area may not have a defined structure for controlling activities. Abroad, the civil-military operations center (CMOC) is composed of representatives from military, civilian, US, and multinational government agencies involved in the operation. An effective CMOC contributes to meeting the objectives of all represented agencies in a cooperative and efficient manner.



At the national level, a Joint Interagency Task Force (JIATF) is a formal organization usually chartered by the DOD and one or more civilian agencies via memorandum of agreement or other legal documents to work on a single defined task or activity led by a military commander or director. For example, JIATF South in Key West Florida detects and monitors illicit trafficking in the air and maritime domains to facilitate international and interagency interdiction and apprehension. Additionally, JIATF West on the Island of Oahu, Hawaii, executes counterdrug activities to both defend the Homeland and stabilize the pacific region by hardening the environment against the growth of transnational crime and disrupting transnational criminal organizations that threaten US interests.

2. Working Relationships and Practices

The USG builds on coordinated actions and information to maintain credibility and trust with foreign populaces, governments, adversaries, and US citizens alike. This is done through accuracy, consistency, timeliness, and transparency in words and deeds. Credibility is important to build relationships that advance our national interests. All USG departments and agencies share responsibility to use information as an instrument of national power. This includes developing processes to access and analyze communication and to deliver information to key audiences, both US and foreign. Relationships between military and civilian departments and agencies cannot be equated to military command authorities (e.g., operational control [OPCON], tactical control [TACON], support). In an interagency sense, the concept of supported/supporting is less about command relationships and more about the methods used to obtain and provide support.

Civilian departments and agencies tend to operate via consensus-based cooperation, rather than command and control (C2) structures. However, when the incident command system (ICS) is used, it is typically under a DOD unified command structure used when more than one department or agency has incident jurisdiction or when incidents cross political jurisdictions. The ICS is a standardized, on-scene emergency management construct specifically designed to provide an integrated organizational structure that can accommodate complexity and the demands of multiple incidents, without being hindered by jurisdictional boundaries. NGOs do not operate within military, governmental, or international organization hierarchies. However, they often occupy the same operational space, and efforts must be made for cooperation.

The most common technique for cooperation is the identification or formation of boards, centers, cells, working groups, offices, elements, planning teams, and other enduring or temporary cross-functional staff organizations that manage specific processes and accomplish tasks in support of mission accomplishment. These cross-functional staff organizations generally fall under the principal oversight of the joint force staff directorates. Direct, early liaison can facilitate the flow of accurate and timely information about the crisis area, especially when civilian department, agency, and organizational activities precede military operations. Early liaison can also build working relationships based upon trust and open communications among all organizations.

Nongovernmental Organizations Guidelines. Guidelines facilitate interaction between the US Armed Forces and NGOs that are engaged in humanitarian relief efforts in hostile or potentially hostile environments. These guidelines are premised on a de facto recognition that military and civilian actors have often occupied the same operational space in the past and will undoubtedly do so in the future.

Forms of cooperation, to include unclassified information sharing through liaison arrangements, will minimize the risk of confusion between military and civilian roles in hostile or potentially hostile environments, subject to military force protection, mission accomplishment, and operational requirements. This could involve co-locations of workforce personnel. Nongovernmental and/or private efforts must supplement or complement, but not duplicate or replace, other forms of assistance provided to a country by the lead USG department or agency with primary responsibility for foreign assistance activities. USG departments and agencies should be aware of the Code of Conduct of the International Federation of Red Cross and Red Crescent Movement societies and NGOs in Disaster Relief, the United Nations (UN) Inter-Agency Standing Committee (IASC) Guidelines, country-specific guidelines based on the IASC Guidelines, and the Sphere Project Humanitarian Charter and Minimum Standards in Disaster Response. The international community may choose to coordinate through the UN's Cluster system approach for non-refugee humanitarian emergencies or the Refugee Coordination Model for coordination and protection of refugees. Once this occurs, civilian liaison officers could begin coordination in-country through a civil-military operations center for civil-military liaison. Possible organizations such as the USAID's Civil-Military Cooperation, DOS's Crisis Stabilization Office, and the UN's humanitarian coordinator can act as a facilitator between DOD personnel and NGOs in an operational area.

Civilian personnel should not wear military-style clothing. This is not meant to preclude personnel from wearing protective gear, such as helmets and protective vests, provided that such items are distinguishable in color/appearance from DOD issue items. Travel in DOD vehicles should be limited to liaison personnel. Civilian led personnel may, as a last resort, request military protection for convoys delivering humanitarian assistance, take advantage of essential logistics support available only from the military, or accept evacuation assistance for medical treatment or to evacuate from a hostile environment. Provision of such military support rests solely within the discretion of the military forces and will not be undertaken if it interferes with higher priority military activities.

For US Armed Forces, when conducting relief activities, military personnel should wear uniforms or other distinctive clothing to avoid being mistaken for civilian representatives. DOD personnel and units should not display civilian logos on any military clothing, vehicles, or equipment. This does not preclude the appropriate use of symbols recognized under the law of war, such as a red cross, when appropriate. DOD at times uses such symbols on military clothing, vehicles, and equipment in appropriate situations. Visits to non-military sites should be by prior arrangement and DOD personnel should respect civilian views on the bearing of arms. DOD personnel should not describe civilians as “force multipliers” or “partners” of the military, or in any other fashion DOD personnel and units should also avoid interfering with civilian led relief efforts directed toward segments of the civilian population that the military may regard as unfriendly. However, individual NGOs may seek to cooperate with the military, in which case such cooperation will be carried out with due regard to avoiding compromise of the security, safety, and independence of the civilian community at large, representatives, or public perceptions of their independence.

3. Other Civilian Entities

Civil Society. Civil society is an umbrella term that may be applied to a wide array of organizations that include community groups, NGOs, labor unions, indigenous groups, charitable organizations, faith-based organizations, professional associations, foundations, and the family. The connection to civil society is deep for all members of the interagency as it is life outside the workplace with extensive social networks and influence.

Private Sector. The private sector is another umbrella term that may be applied to any or all of the nonpublic or commercial individuals and businesses, specified nonprofit organizations, most of academia and other scholastic institutions, contractors, and selected NGOs. The National Infrastructure Protection Plan provides the framework for partnership between government and the private sector to protect critical infrastructure and key resources. Information sharing and analysis centers, sector coordinating councils, and state and local fusion centers enable information sharing and security efforts for the various sectors of our nation’s critical infrastructure.

- **Public-private partnerships (PPPs).** PPPs are voluntary, non-contractual collaborations between DOD and non-USG entities which both parties leverage expertise, resources, and incentive of the other to achieve mutually agreed goals.

- **Multinational Corporations (MNCs).** MNCs, as business entities, are distinct from the “not-for-profit” NGOs. MNCs may have local insight, in-country equipment and resources, pre-established organization, and means to reconstruct devastated areas. MNCs operating in country prior to US intervention are often knowledgeable concerning local government, culture, terrain, and logistics needs. The DOC and DOS in countries where the US embassy is resident can provide advice and contacts for MNCs. In addition, MNCs will likely be motivated to protect their investments and revive their own business operations. US strategic interest may overlap with MNCs’ agendas, particularly in relation to crisis resolution, regional recovery, and building social and economic security.
- **Academia.** Universities, think tanks, and research organizations can provide important resources to federal assistance. In the US, academic organizations and consortiums can provide research, knowledge, and ideas, and establish dialogue between USG and academia.

For more information see: Command Relationships JFQ 63, 2011; Multinational Command Relationships Part II of III, JFQ 65, 2012; Multinational Command Relationships Part II of III, JFQ 65, 2012; The United Nations and Intergovernmental Organization Command Relationships, JFQ66, 2012; Joint Publication 3-57, Civil Military Operations and Joint Publication 3-08, Interorganizational Cooperation, at <https://www.jcs.mil/Doctrine/Joint-Doctrine-Pubs/3-0-Operations-Series/>; ATP 3-57.80, Civil-Military Engagement at <https://armypubs.army.mil/>; US Institute of Peace Website at <https://www.usip.org/>; The UN Cluster Approach at <https://emergency.unhcr.org/entry/61190/cluster-approach-iasc>; Civil Society at <http://esango.un.org/civilsociety/login.do>

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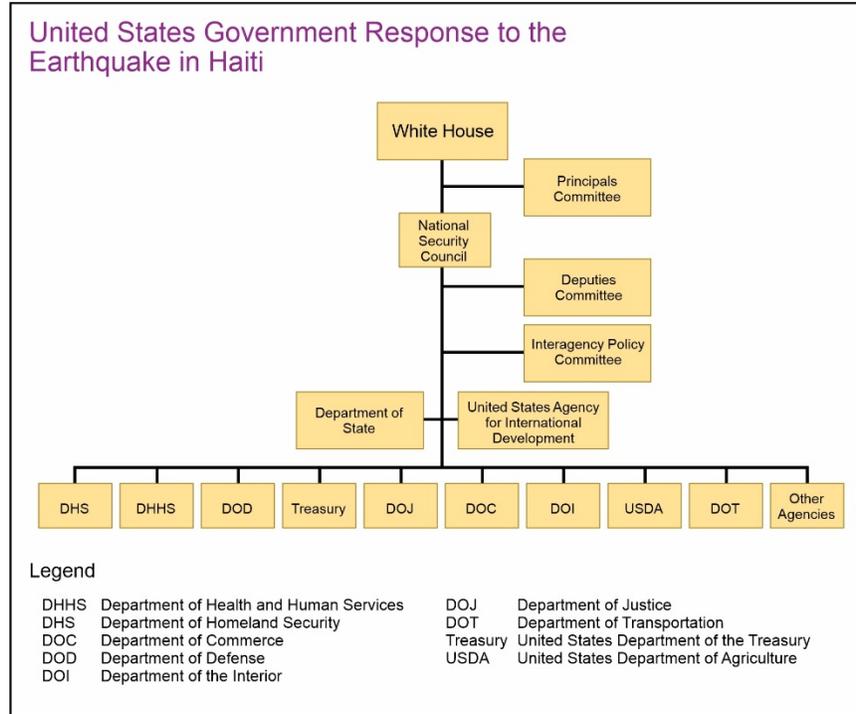
CHAPTER V FORCE EMPLOYMENT OBSERVATIONS

1. Domestic and Foreign Threats and Challenges

The USG often responds to domestic challenges and threats with a combined civilian and military workforce. In the wake of a slow or stagnant interagency planning process or response, the President can exercise central decision making if necessary. The following are recent examples involving civilian and military workforce cooperation. Coordination and notional mechanisms are listed in Appendix C.

2. Response to the 2010 Haiti Earthquake

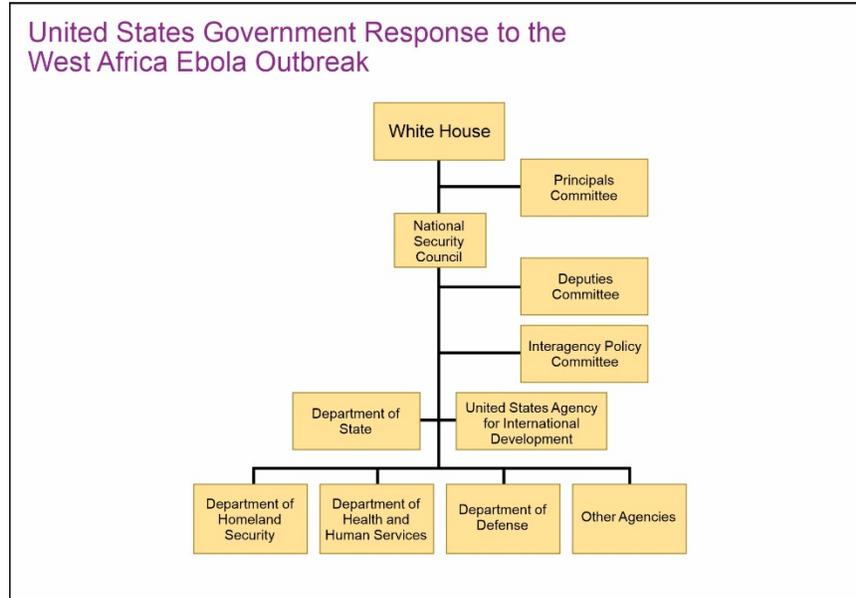
Due to the overwhelming severity of the earthquake and its effect on the UN and Haitian Government capacity, the President provided clear direction for a “whole-of-government” response with USAID as the lead federal agency for USG coordination. In support of USAID was a military response conducted by JTF Haiti and commanded by US Southern Command. This disaster required a broader response than past events to include humanitarian, political, and diplomatic resources. It was imperative that high-level officials manage USG involvement. The clear direction from the President to commit USG resources was important to create a unity of mission and purpose. However, the strategic leadership from Washington was slow to develop due to implementation of the new “whole of government” response and limited availability of accurate information from Haiti. In the first weeks of the response, policy leaders became deeply involved in tactical and operational decisions in Haiti that made daily operations in the field somewhat difficult. However, pre-existing personal relationships were key to the success of the response and were further strengthened by the widespread use of liaisons. Although UN Clusters were initially activated, it took about two to three weeks for all 12 UN Clusters coordinated by the UN Office for Coordinating Humanitarian Affairs (OCHA) to become functional. As the management structure evolved in Washington and Haiti, USAID and its Office of US Foreign Disaster Assistance (OFDA) and its deployable Disaster Assistance Response Team (DART) no longer coordinated the overall in-country response but continued to fulfill its usual capacity working within the UN Cluster system.



For more information see *USG Haiti Report, Independent Review of the U.S. Government Response to the Haiti Earthquake, Final Report, March 2011* at https://pdf.usaid.gov/pdf_docs/pdacr222.pdf;
 For more information see *Evaluation of OCHA Response to the Haiti Earthquake, Final Report January 2011* at <https://www.unocha.org/sites/dms/Documents/Evaluation%20of%20OCHA%20Response%20to%20the%20Haiti%20Earthquake.pdf>

3. Response to the 2014 West Africa Ebola Outbreak

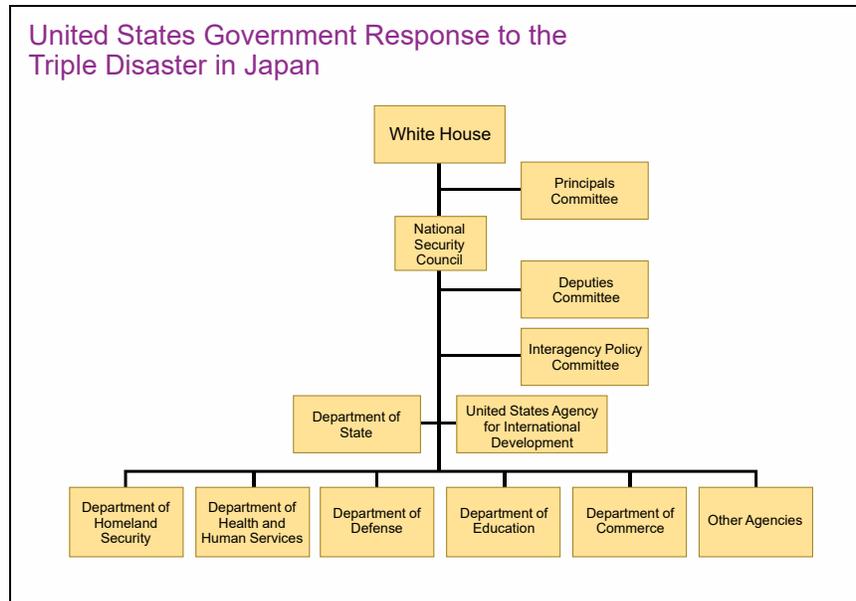
In 2014, the COMs in Sierra Leone and Guinea issued a disaster declaration for the pandemic of Ebola. In support of USAID was a military response conducted by Joint Force Command Unified Assistance and commanded by US Africa Command. In total there were over 11,300 deaths. Although there was no single NRF-like document for the international community, the UN Cluster system coordinated by UNOCHA and USAID processes provided broad definition of roles and responsibilities. One challenge was what constitutes a triggering event. Previous humanitarian assistance missions were initiated by an obvious triggering event (e.g., tsunami, earthquake) resulting in DART deployment and subsequent requests for USG workforce support. However in this case, a disease response has no obvious triggering event. Another challenge was that the outbreak was framed by the UN as a “health” rather than a “humanitarian” crisis. Not using the humanitarian label meant that the surge capacity, emergency funding and coordination structures typical of a large-scale disaster response were not triggered, and the formal UN Cluster system was not activated. While this had the positive effect of leaving national authorities to take the lead in the response, it also left many NGOs unsure of how or where to engage.



For more information see: *Responding to Global Health Crises: Lessons from the U.S. Response to the 2014-2016 West Africa Ebola Outbreak* at crsreports.congress.gov/;
The Ebola response in West Africa Exposing the politics and culture of international aid October 2015 at <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9903.pdf>

4. Response to the 2011 Triple Disaster in Japan

The COM in Japan requested assistance resulting from an earthquake in Japan. This event also generated a tsunami national disaster then resulted in a manmade disaster of cascading chemical, biological, radiological, and nuclear effects. In support of the HN response and USAID was US Army Japan and subsequent JTF's under US Pacific Command jurisdiction. Challenges were that interagency processes and structures needed to absorb additional personnel sent forward by organizations and that existence guidance was vague and undefined. Different organizational terminology used also caused workforce confusion. In the end there were 15,000 deaths 3,000 missing. While there was no UN Cluster system activation, NGOs activated their own due to being accustomed with the humanitarian cluster system many times activated in responding to large scale disasters abroad.



For more information see: *Managing Foreign Assistance in a CBRN Emergency The U.S. Government Response to Japan’s “Triple Disaster”* at https://ndupress.ndu.edu/Portals/68/Documents/jfq/jfq-68/JFQ-68_25-31_Basalla-Berger-Abbot.pdf;

Choose Your Partner Correctly in Emergency Response: Partnership Innovation Learned from the Great East Japan Earthquake and Tsunami 2011 – Final Report, UN OCHA 2013 Humanitarian Research and Innovation Grant Program, New York: UN OCHA at https://www.preventionweb.net/files/47733_bisripartnershipinnovationfrom2011g.pdf

5. United States Government Responses to Hurricanes Katrina (2005) and Sandy (2012)

In the overall USG response to Hurricane Katrina, separate command structures for active duty military and the National Guard hindered unity of effort. USNORTHCOM commanded active duty forces, while each State government commanded its own National Guard forces. For the first two days of Katrina response operations, USNORTHCOM did not have situational awareness of what forces the National Guard had on the ground. Subsequently it activated the active duty JTF-Katrina to bring order out of the chaos in and around New Orleans. However, JTF Katrina simply could not operate at full efficiency when it lacked visibility of over half the military forces in the disaster area. Further, FEMA requested assistance from DOD without knowing what State National Guard forces had already deployed to fill the same needs. Also, the Commanding General of JTF-Katrina and the TAGs of Louisiana and Mississippi had only a coordinating relationship, with no formal command relationship established. This resulted in confusion over roles and responsibilities between National Guard and Federal forces and highlights the need for a more unified command structure. On the civilian side, it was clear that Federal law enforcement support to State and local officials required greater coordination, a command structure, collaborative planning and training with State and local law enforcement, as well as detailed implementation guidance. For Hurricane Katrina, a need for common doctrine and terminology was identified and all ESF’s were activated in the US southeast regions IV and VI.

During Hurricane Sandy and operating under Presidential Policy Directive (PPD-8) National Preparedness, FEMA coordinated the large-scale mobilization of USG teams, supplies, and other assets both before and immediately after landfall. The Dual Status Commander arrangement was used over State and Federal forces to provide organized unity of command in support of USG unified action. Multiple JTFs were activated for the impacted areas in the states of New York and New Jersey. The magnitude of the disaster revealed several strengths and areas for improvement related to integrating and coordinating Federal operations. While there was a continued need for a common doctrine including terminology, FEMA's response and recovery operations were only effective when implemented in concert with the activities at all levels of government, and with private and nonprofit sectors, faith-based organizations, communities, and individuals. In the US northeast, all ESF's and newly established RSF's along with regional response coordination centers were activated in regions I, II, III and IV.

*Form ore information see The Federal Response to Hurricane Katrina Lessons Learned February 2006 at <http://library.stmarytx.edu/acadlib/edocs/katrinawh.pdf>;
Hurricane Sandy FEMA After-Action Report July 1, 2013 at https://www.fema.gov/media-library-data/20130726-1923-25045-7442/sandy_fema_aar.pdf;
Presidential Policy Directive / PPD-8 National Preparedness at <https://www.dhs.gov/presidential-policy-directive-8-national-preparedness>*

6. Certain Unity Issues in Afghanistan and Iraq Deployments

The campaigns in Afghanistan and Iraq suffered from problems in both in the military and in the interagency aspects of implementation. Interagency collaboration is a significant problem in Washington where the only person with the authority to resolve such disputes is the President. At the regional level, the struggle between DOS and DOD stood out. Regional combatant commanders sometimes act independently, developing relationships with foreign leaders and bringing their influence to bear on issues that significantly blur the lines between diplomacy and security policy. There is a huge disparity in resources that combatant commanders can marshal compared to Ambassadors comes up in this context between DOS and DOD may contribute to what many fear is the “militarization” of foreign policy. . Impediments to unified effort existed at three levels—decision making at the national level (between White House staff and organizations constituting the National Security Council); within departments and agencies, particularly the DOD; and in the field (Afghanistan and Iraq). Vertical unity of effort refers to the lines of authority from the President down through the departments and agencies of the national security system. In Afghanistan (2001), the President was frustrated when it was discovered DOD and the Central Intelligence Agency (CIA) each thought the other had the lead for operations. In Iraq (2003), Special Envoy Paul Bremer's appointment accentuated disagreements among DOS, DOD, and White House staffs about who was in the chain of command between the President and Bremer. Bremer was convinced that he worked for the President even though his terms of reference stated he worked for the Secretary of Defense. Horizontal unity of effort refers to the way discrete organizations cooperate for common purposes when they are not accountable to the same authority, or when they are too far removed from a common authority to receive effective oversight. More narrowly, horizontal unity of effort in national security discourse refers to how well departments and agencies in the Executive Branch collaborate to accomplish national objectives or, in

common parlance, interagency cooperation. Notable interagency cooperation was some of the DOS and DOD partnerships forged between Ambassadors and theater commanders in Afghanistan (2003) and in Iraq (2007) which contributed to their making progress against the insurgencies during their tenures.

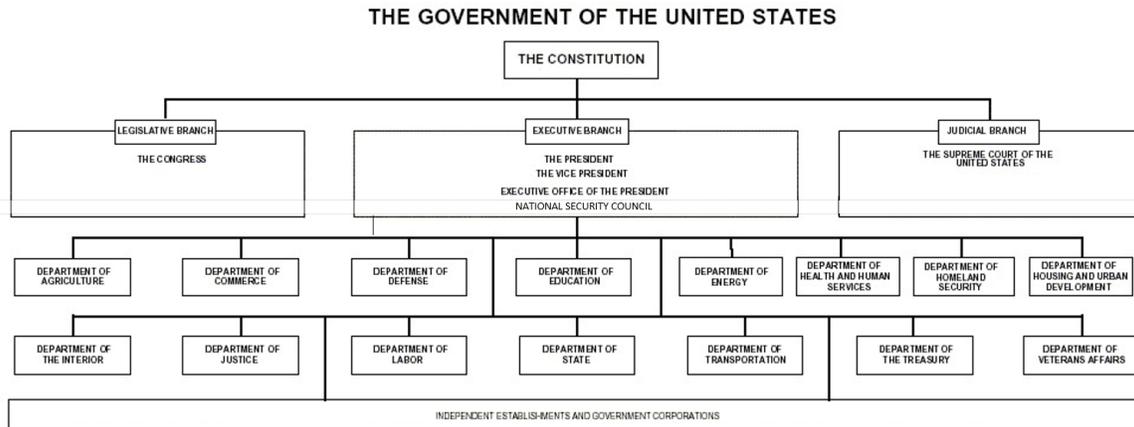
For more information see Commanding Heights; Strategic Lessons from Complex Operations, Center for Complex Operations 2009 at https://cco.ndu.edu/Portals/96/Documents/books/commanding-heights/commanding_heights.pdf

Decade of War, Volume I Enduring Lessons from the Past Decade of Operations 2012 at <http://edocs.nps.edu/2014/February/Decade%20of%20War%20volume%201.pdf>

APPENDIX A UNITED STATES GOVERNMENT DEPARTMENTS AND SELECTED AGENCIES

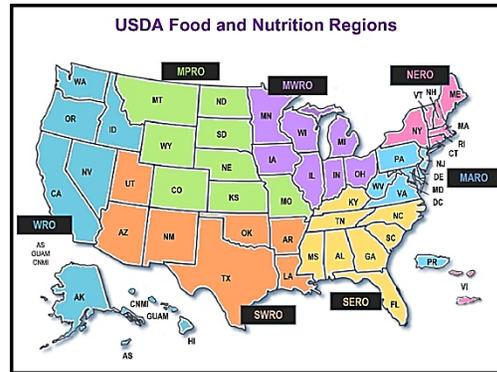
1. United States Federal Government

The US federal government is composed of three distinct branches: whose powers are vested by the US Constitution in the Congress, the President, and the Federal courts (legislative, executive, and judicial). For the purposes of workforce cooperation, this joint guide focuses on the Executive Branch and its departments and certain agencies.



2. Department of Agriculture

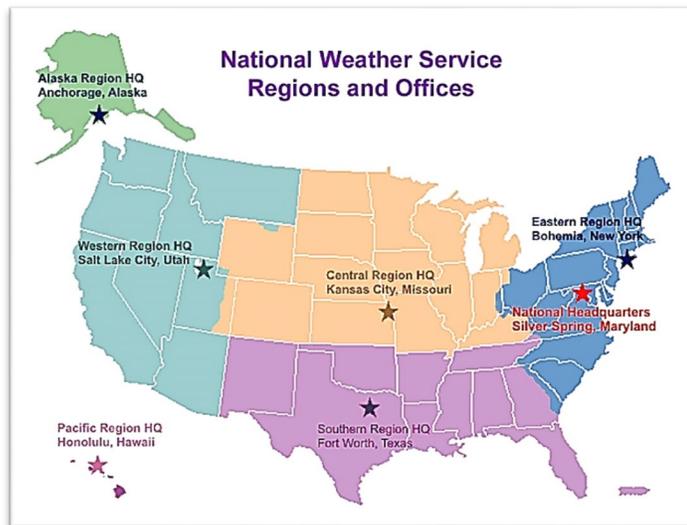
The US Department of Agriculture (USDA) provides leadership on food, agriculture, natural resources, rural development, nutrition, and related issues based on sound public policy, the best available science, and efficient management. For domestic activities, USDA coordinates NRF ESFs for agriculture and natural resources (ESF 11) and firefighting (ESF 4). Additionally, USDA is assigned to recovery support functions (RSF) in the NDRF. For global missions, USDA breaks down into the following regions: Western Hemisphere Division (North America, Cuba and Caribbean Basin, Central and South America), Asia Division (North Asia, South Asia and Pacific, Europe, Africa and Middle East), Europe, and Africa and Middle East. The following are USDA’s Food and Nutrition Service and Forest Service regional maps.



For more information see <http://www.usda.gov>;
 The Department of Agriculture Strategic Plan 2018 - 2022 at
<https://www.jcs.mil/Doctrine/Interorganizational-Documents/>

3. Department of Commerce and National Oceanic and Atmospheric Administration

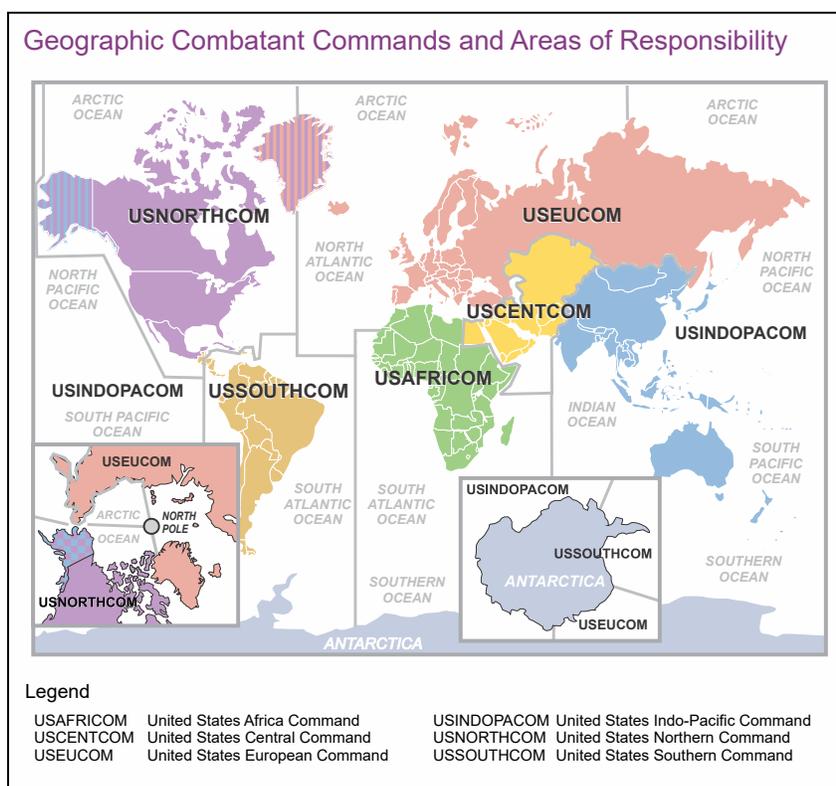
The mission of the Department of Commerce (DOC) is to promote job creation, economic growth, sustainable development, and improved living standards for all Americans by working in partnership with businesses, universities, communities, and our nation’s workers. As the designated coordinator of the RSF for Economic Recovery to the NDRF, DOC leads the nation’s efforts to integrate the expertise of the USG to help local, state, and tribal governments and the private sector sustain and/or rebuild businesses and employment, and develop economic opportunities that result in sustainable and economically resilient communities after large-scale and catastrophic incidents. DOC’s uniform service, National Oceanic and Atmospheric Administration (NOAA), mission centers on environmental assessment, prediction, and stewardship. DOC NOAA’s National Weather Service regions include Alaska, Central, Eastern, Pacific, Southern and Western.



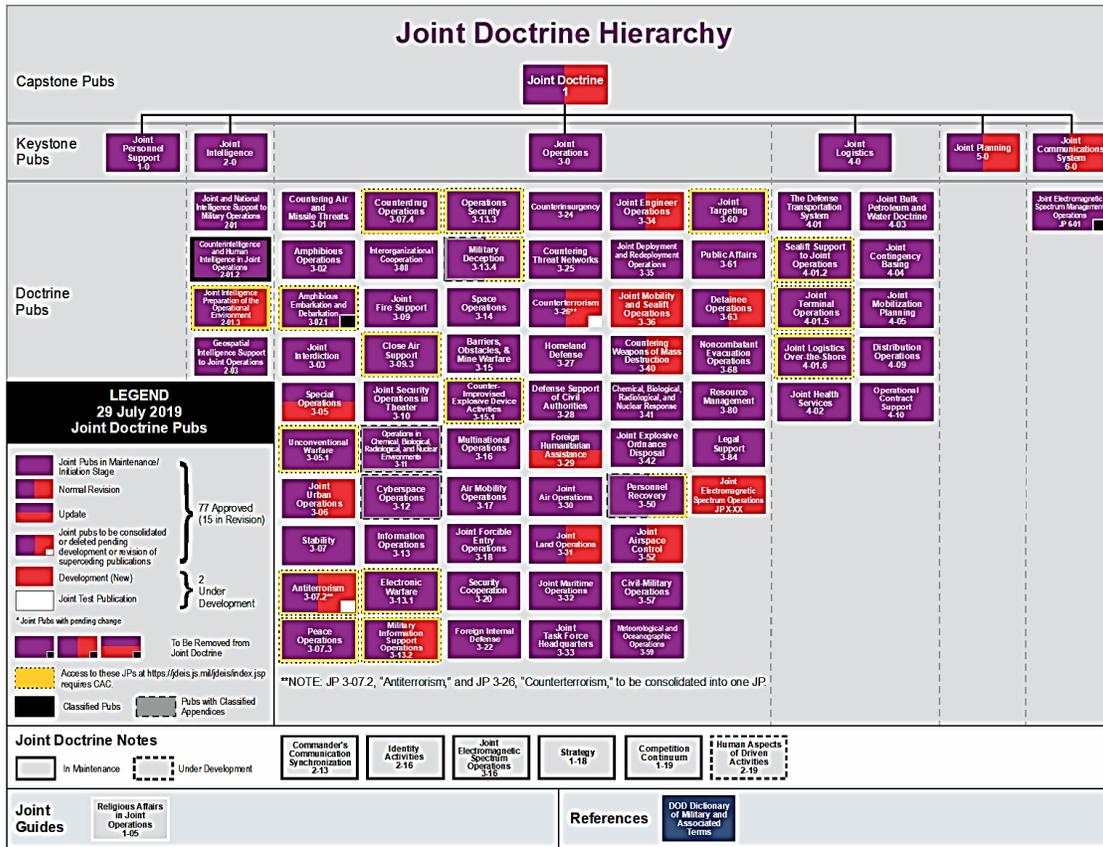
For more information see <http://www.doc.gov>;
 The Department of Commerce Strategic Plan, FY 2018 - 2022 at
<https://www.jcs.mil/Doctrine/Interorganizational-Documents/>;
 NOAA at <http://www.noaa.gov>

4. Department of Defense and Joint Chiefs of Staff

DOD is the largest employer in the federal government with over two million employees made up of both uniformed and civilian personnel. The mission of DOD is to provide the military forces needed to deter war, to protect the security of our country, and fight and win the nation's wars. The Joint Chiefs of Staff (JCS) is a body of senior uniformed leaders in the DOD lead by the Chairman of the Joint Chiefs of Staff (CJCS) that advises the President, the Secretary of Defense, and the NSC on national security matters. For other domestic activities, DOD coordinates public works and engineering support functions (ESF 3) and support urban search and rescue (ESF 9). Additionally DOD leads coordination for the recovery of infrastructure systems to the NDRF. Furthermore DOD is in partnership with DHS, DHHS, and the Veteran's Administration (VA) in a federally coordinated healthcare system known as the National Disaster Medical System (NDMS). Below is the DOD GCC regions of responsibility map.



For promoting interoperability among its workforce known as a joint force, DOD is one of two Executive Branch departments that maintains its own best practices in an adaptive and living reference library. Captured at its senior level, the joint doctrine hierarchy reflects best practices and lessons learned throughout its force. Its overarching document is Joint Publication 1, Joint Warfighting.



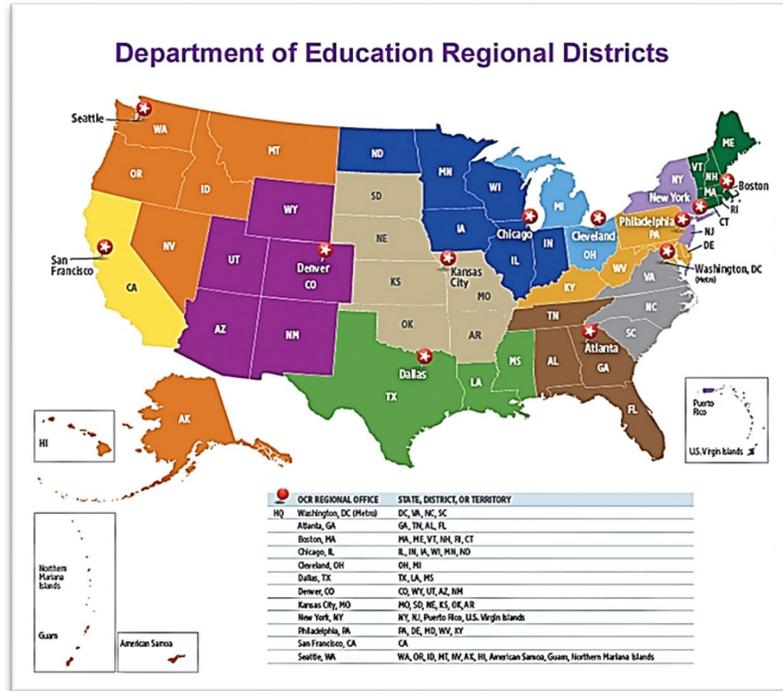
DOD is also one of two Executive Branch departments that maintains its own dictionary and terminology repository through its terminology program. The DOD Dictionary is meant to only expand upon existing dictionaries such as Merriam Webster or the Concise Oxford English Dictionary with a military focus and assisting in interpreting higher level guidance, not to supplant them. DOD's challenge in doctrine and terminology development is normally whether there exists a gap in joint doctrine or whether a policy void exists.

For more information see <http://www.defense.gov>;

For campaign activities related to Civilian, Economic, environmental, Food, and Health Security see The US Government's Approach Articles at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>;
The DOD Terminology Program see <https://www.jcs.mil/Doctrine/DOD-Terminology-Program/>

5. Department of Education

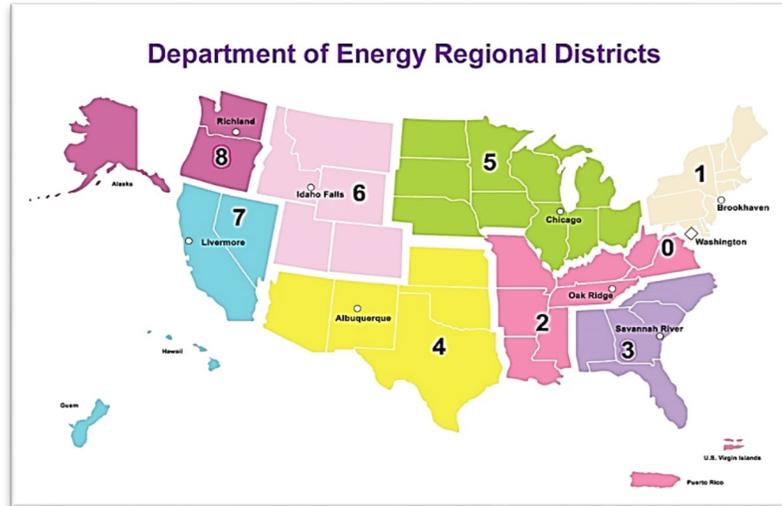
The Department of Education provides support to states and localities, and focusing resources to ensure equal access to educational excellence throughout the nation. Domestic activities include supports multiple recovery support missions. The following is the Education Department's regional district map.



For more information see <http://www.ed.gov>;
 Department of Education Strategic Plan for FY 2018 - 2022 at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>

6. Department of Energy and National Nuclear Security Administration

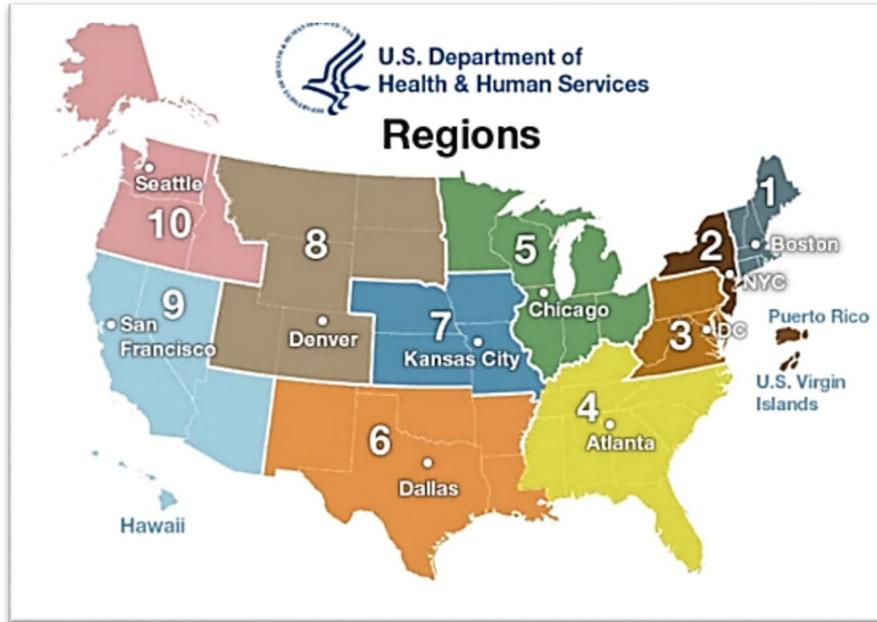
The Department of Energy (DOE) addresses the nation's energy, environmental, and nuclear challenges through transformative science and technology solutions. Its National Nuclear Security Administration activities include maintaining and enhancing the safety, security, and effectiveness of the US nuclear weapons stockpile, working to reduce the global danger from weapons of mass destruction and responding to nuclear and radiological emergencies. DOE also coordinates emergency energy support function in securing the US energy infrastructure against all hazards, reducing the impact of disruptive events, and responding to and facilitating recovery from energy disruption, in collaboration with all levels of industry and state, local, tribal, territorial, and foreign governments (ESF 12). Below is the DOE regional district map.



*For more information see <http://www.energy.gov>;
The Department of Energy Goals and Objectives 2019 at
<https://www.jcs.mil/Doctrine/Interorganizational-Documents/>*

7. Department of Health and Human Services and Centers for Disease Control and Prevention

The Department of Health and Human Services (DHHS) is the USG’s principal agency for protecting the health of all Americans and providing essential human services. DHHS leads the federal public health and medical response to federal domestic public health and medical services for emergencies and incidents (ESF 8). DHHS is also the designated coordinator of the RSF for Health and Social Services recovery to the NDRF. DHHS’s uniform service, the Public Health Service, deploys in support of public health responses to man-made and natural disasters. DHHS’ Centers for Disease Control and Prevention has the main goal to protect public health and safety through the control and prevention of disease, injury, and disability in the US and internationally that includes attention on infectious disease, food borne pathogens, environmental health, occupational safety and health, health promotion, injury prevention and educational activities. DHHS is also in partnership with DOD, DHS, and the VA in a federally coordinated NDMS healthcare system. The following is the DHHS regional district map that mirrors FEMA’s region and NDMS section maps.

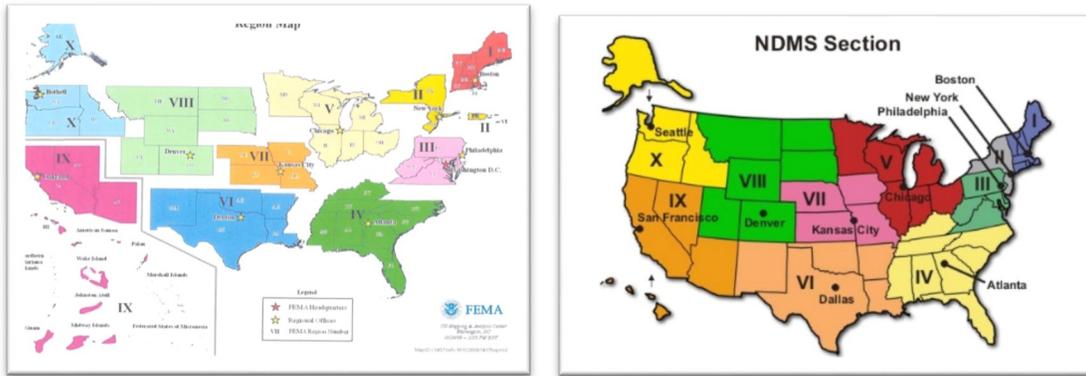


For more information see <http://www.hhs.gov>;
The Department of Health and Human Services Strategic Plan 2018 - 2022 at
<https://www.jcs.mil/Doctrine/Interorganizational-Documents/>;
USPHS at <http://www.usphs.gov>

8. Department of Homeland Security and Federal Emergency Management Agency

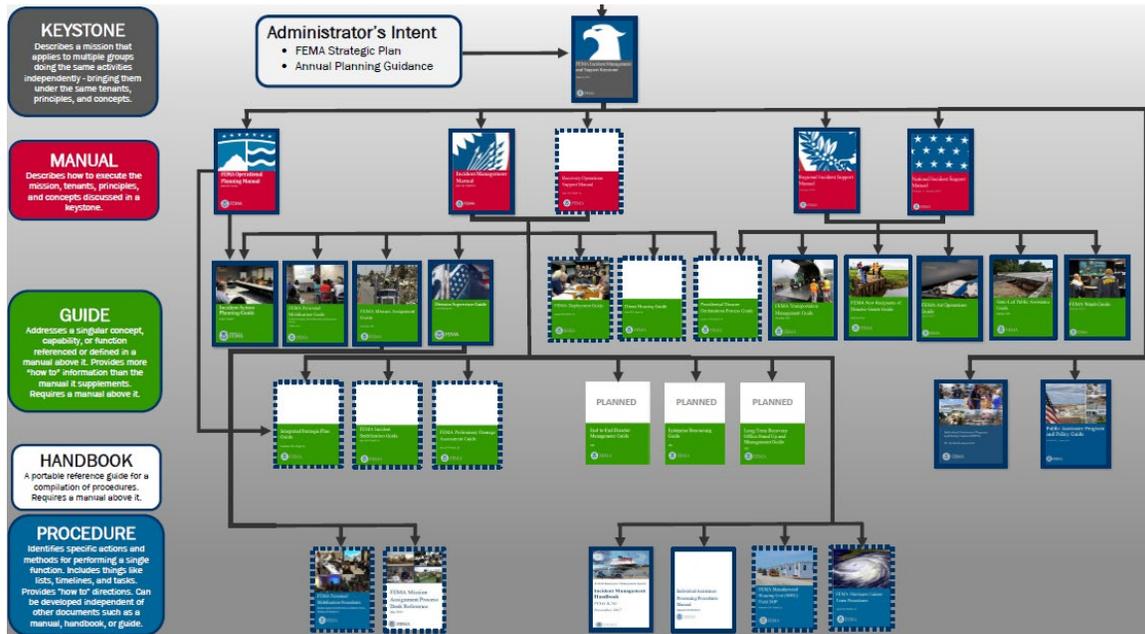
The DHS mission is to prevent terrorism and enhance security, secure and manage our borders, enforce and administer US immigration laws, protect cyberspace and critical infrastructure, and strengthen national preparedness and resilience to disasters. Its emergency management agency FEMA's mission supports citizens and first responders to ensure that as a nation we work together to build, sustain, and improve our capability to prepare for, protect against, respond to, recover from, and mitigate all hazards. FEMA's NIMS organizational incident management doctrine provides a common, nationwide approach, organizational structures, and operational protocols that enables the whole community to work together to manage all threats and hazards. Throughout its preparedness, response, recovery, and mitigation activities, FEMA prepares for the specific types of incidents that pose the greatest risk to the security of the nation and emphasizes the actions aimed at achieving an integrated, layered, and all-of-nation preparedness approach that optimizes using available resources. Per the NRF, FEMA is the lead coordinator for ESFs 2 (Communications), 5 (Information and Planning), 6 (Mass Care, Emergency Assistance, Temporary Housing, and Human Services), 7 (Logistics), 9 (Search and Rescue), 14 (Cross-Sector Business and Infrastructure), and 15 (External Affairs), as well as the NDRF RSF for Community Planning and Capacity Building. DHS is also the lead federal agency that activates and in partnership with DOD, DHHS, and VA a federally coordinated NDMS healthcare system. The following are FEMA's district and NDMS section maps.

FEMA REGIONS and NDMS SECTION MAP



FEMA also has its own hierarchy of doctrine publications. The hierarchy’s capstone document is known as The Federal Emergency Management Agency Publication 1. This document constitutes guidance intended to promote thoughtful innovation, flexibility, and proactive performance in achieving complex domestic missions. FEMA Pub 1 is hierarchically underpinned by the planning framework documents below. Integrated to ensure interoperability across all mission areas, the frameworks describe the coordinating structures and alignment of key roles and responsibilities for the whole community.

FEMA DOCTRINE HIERARCHY



FEMA Pub 1 is supported by interagency organizational plans also known as Federal Interagency Operational Plan (FIOP) that provide SLTT, and insular area planners an understanding of how the USG functions in its response:

- **Prevention FIOP** - focused on USG departments and agencies’ delivery of core capabilities to prevent imminent terrorist threats and attacks, including follow-on attacks against the United States.

- **Protection FIOP** - comprises the capabilities necessary to secure the homeland against acts of terrorism and manmade or natural disasters.
- **Mitigation FIOP** - describes the concept of operations for national-level USG capabilities to support SLTT, insular area, and USG plans.
- **Response FIOP** - an all-hazards plan that builds upon the NRF and describes how the USG coordinates its efforts to save lives, protect property and the environment, and meet basic human needs following an emergency or disaster.
- **Recovery FIOP** - provides guidance to implement the NDRF, and describes the concept of operations for integrating and synchronizing existing national-level USG capabilities to support SLTT, insular area, and USG plans.

For promoting interoperability and assisting in interpreting higher level guidance within the Department, DHS also maintains its own dictionary known as the DHS Lexicon.

For more information see <http://www.dhs.gov>; https://www.fema.gov/media-library-data/1508151197225-ced8c60378c3936adb92c1a3ee6f6564/FINAL_NIMS_2017.pdf;

The Department of Homeland Security, Strategic Plan FY 2014 - 2018 at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>;

FEMA at <http://www.fema.gov>;

The National Response Framework and National Disaster Recovery Framework at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>;

FEMA Federal Interagency Operation Plans 1) Response, 2) Recovery, 3) Protection, 4) Nuclear/Radiological and 5) Mitigation, at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>;

DHS Lexicon at <https://www.dhs.gov/publication/dhs-lexicon>

9. Department of Housing and Urban Development

The US Department of Housing and Urban Development (HUD) creates strong, sustainable, inclusive communities and quality, affordable homes. As the designated coordinator of the RSF for housing to the NDRF, HUD leads the nation's efforts to address pre- and post-disaster housing issues and coordinate the delivery of federal resources and activities to assist SLTT and insular area governments as they rehabilitate and reconstruct destroyed and damaged housing, when feasible, and develop new accessible, permanent housing options. Below is the HUD regional district map.



*For more information see <http://www.hud.gov>;
Department of Department of Housing and Urban Development Strategic Plan 2018 - 2022 at
<https://www.jcs.mil/Doctrine/Interorganizational-Documents/>*

10. Department of Interior

The Department of Interior (DOI) protects and manages the nation's natural resources and cultural heritage, provides scientific and other information about those resources, and honors the nation's trust responsibilities or special commitments to American Indians, Alaska Natives, and affiliated island communities. DOI is the primary agency for Protection of Natural and Cultural Resources and Historic Properties (NCH), and one of the five mission areas under Agriculture and Natural Resources (ESF 11). This includes providing post event assessments of damages and providing technical assistance and resources for assessing impacts of response activities on NCH resources. DOI is also the designated coordinator of the RSF for Natural and Cultural Resources to the NDRF. The following is DOI's national watershed map.



For more information see <http://www.doi.gov>;
The Department of the Interior, Strategic Plan for FY 2018 - 2022 - 2022 at
<https://www.jcs.mil/Doctrine/Interorganizational-Documents/>

11. Department of Justice and Federal Bureau of Investigation

The mission of the Department of Justice (DOJ) is to enforce the law and defend the interests of the US according to the law, ensure public safety against threats foreign and domestic, provide federal leadership in preventing and controlling crime, seek just punishment for those guilty of unlawful behavior, and ensure fair and impartial administration of justice for all Americans. DOJ, acting through the Federal Bureau of Investigation (FBI), leads and coordinates the operational law enforcement response to, and related investigative and intelligence activities related to, terrorist threats and incidents within the US. DOJ is the designated coordinator and primary agency for Public Safety and Security (ESF 13). DOJ is also a supporting agency for eight other NRF mission areas and primary or supporting for three RSFs in NDRF. The FBI is charged with preventing the domestic acquisition of WMD and related technologies and its use against the US or its interests abroad.

For more information see <http://www.justice.gov>;
The Department of Justice, FY 2018 - 2022 Strategic Plan at
<https://www.jcs.mil/Doctrine/Interorganizational-Documents/>;
FBI at <http://www.fbi.gov>

12. Department of Labor

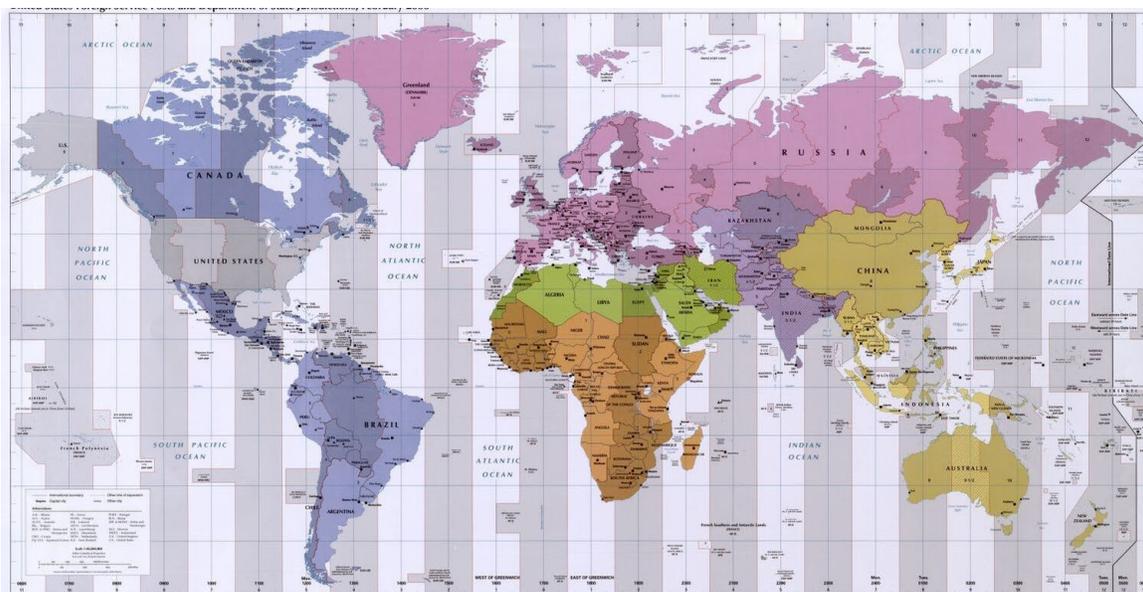
The Department of Labor (DOL) fosters and promotes the welfare of the job seekers, wage earners, and retirees of the US by improving their working conditions; advancing their opportunities for profitable employment; protecting their retirement and health care benefits; helping employers find workers; strengthening free collective bargaining; and tracking changes in employment, prices, and other national economic measurements. In carrying out this mission, DOL administers a variety of federal labor laws, including those

that assure safe and healthful working conditions, a minimum hourly wage and overtime pay, freedom from employment discrimination and equal opportunity through affirmative action, unemployment insurance, and other income support.

*For more information see <http://www.dol.gov>;
The Strategic Plan 2018 - 2022 at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>*

13. Department of State and United States Agency for International Development

DOS manages America's relationships with foreign governments, international organizations, and the people of other countries. As the lead foreign affairs agency, DOS has the primary role in coordinating the development and implementation foreign policy; managing the foreign affairs budget and other foreign affairs resources; leading and coordinating US representation abroad; conveying US foreign policy to foreign governments and international organizations through US embassies and consulates; conducting negotiations and concluding agreements and treaties; and coordinating and supporting international activities of other USG departments and agencies and officials. Foreign affairs activities such as US representation abroad, foreign assistance programs, countering international crime, foreign military training programs, the consular and services DOS provides, and more) are paid for by the foreign affairs budget. A US mission is the basic unit for the conduct of bilateral diplomacy with foreign governments overseas. A mission is headed by a COM, normally an ambassador, who is a presidential appointee and the President's personal representative. As such, the COM is the senior US official in the country. By law, COMs coordinate, direct, and supervise USG activities and representatives posted in the foreign country to which they are accredited, to achieve a unified, consistent foreign policy toward the HN. COMs do not, however, exercise control of US Executive Branch personnel officially on the staff of an international organization and performing the functions of that organization (e.g., North Atlantic Treaty Organization [NATO]), US military personnel operating under the command of a CCDR, or Voice of America correspondents on official assignment. The following is a DOS Regional Bureau map. The geographic responsibility challenge is that DOS Region Bureaus and DOD Combatant Command boundaries are not geographically aligned.



USAID, an independent establishment of the Executive Branch, reports to and is under direct authority and foreign policy guidance of the Secretary of State. USAID is the principal USG provider of global development and humanitarian assistance. Under the USAID Administrator and through its assistance programs, USAID plays an active and vital role in promoting US national security and foreign policy interests by investing in developing countries for the long-term benefit of America and the American people. Development now takes its place alongside defense and diplomacy as the three essential components, also known as the “3Ds” of American foreign policy. DOD coordination with USAID should be conducted with the mission civil-military coordinator in order to support more effective coordination, reduce duplication and lead to better development outcomes. Through its OFDA, USAID administers the President’s authority to provide emergency relief and long-term humanitarian assistance, coordinating the USG response to disasters declared by the US ambassador within the affected country or by higher DOS authority.

*For more information see <http://www.state.gov>;
<http://www.usaid.gov>;*

*The Department of State and USAID Strategic Plan 2018 – 2022 and
USAID Policy on Cooperation with the Department of Defense 2015
at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>*

14. Department of the Treasury

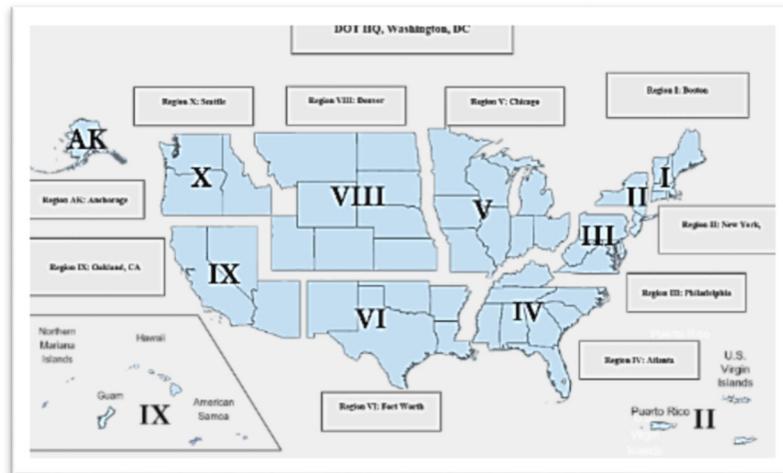
The Department of the Treasury serves the American people and strengthens national security by managing the USG’s finances effectively, promoting economic growth and stability, and ensuring the safety, soundness, and security of the US financial system. The Department of the Treasury is the executive agency responsible for promoting economic prosperity and ensuring the financial security of the US. They are responsible for a wide range of activities such as advising the President on economic and financial issues, encouraging sustainable economic growth, and fostering improved governance in financial institutions. The Department of the Treasury operates and maintains systems that are critical to the nation’s financial infrastructure (e.g., production of coin and currency,

disbursement of payments to the American public, revenue collection, and borrowing of funds necessary to run the USG). The Department of the Treasury works with other USG departments and 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. They also perform a critical and far-reaching role in enhancing national security by implementing economic sanctions against foreign threats to the US, identifying and targeting the financial support networks of national security threats, and improving the safeguards of our financial systems. As the sector specific agency, the Department of the Treasury provides institutional knowledge and specialized expertise of the Financial Services Sector to public and private sector partners. The Department of the Treasury also leads, facilitates, and supports the security and resilience programs of the Financial Services Sector critical infrastructure in the all-hazards environment.

*For more information see <http://www.treasury.gov>;
The Department of the Treasury FY 2018 - 2022 Strategic Plan at
<https://www.jcs.mil/Doctrine/Interorganizational-Documents/>*

15. Department of Transportation

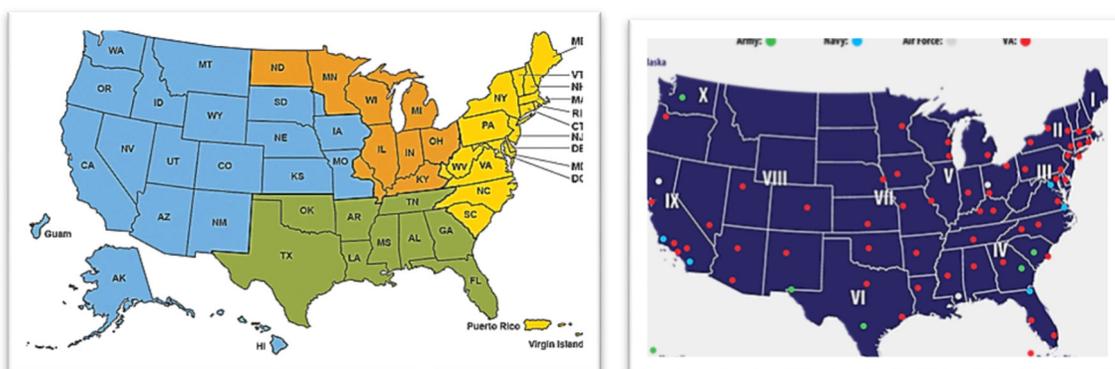
The Department of Transportation (DOT) serves the US by ensuring a fast, safe, efficient, accessible, and convenient transportation system that meets our vital national interests and enhances the quality of life of the American people, today and into the future. The national objectives of general welfare, economic growth and stability, and security of the US require the development of transportation policies and programs that contribute to providing fast, safe, efficient, and convenient transportation at the lowest cost consistent with those and other national objectives, including the efficient use and conservation of US resources. For domestic incidents, DOT is the lead coordination for transportation (ESF 1). The Office of the Comptroller of the Currency map is below:



*For more information see <http://www.dot.gov>;
The Department of Transportation Strategic Plan, FY 2018 - 2022 at
<https://www.jcs.mil/Doctrine/Interorganizational-Documents/>*

16. Department of Veterans Affairs

The Department of Veterans Affairs (VA) is the second largest department in the USG. VA has over 350,000 employees in more than 1,400 locations nationwide, with additional facilities in Puerto Rico, Guam, and the Philippines. VA is well postured to provide support during an emergency or disaster. The VA's first priority when an emergency or disaster impacts the VA or the nation is to provide assistance to veterans and their families and restore VA operations as soon as possible. The NRF, with a Stafford Act declaration, provides the vehicles that assist VA in providing support to the nation through the following: Public Works and Engineering (ESF 3), Emergency Management (ESF 5), Mass Care, Housing, and Human Services (ESF 6); Resources Support (ESF 7); Public Health and Medical Services (ESF 8); Public Safety and Security (ESF 13); External Affairs (ESF 15). The VA is in partnership with DOD, DHS and DHHS under the NDMS and also regulates patient flow with DOD at over 50 Federal Coordination Centers across the country. The following are the VA District and Federal Coordination Centers regional maps.



For more information see <http://www.va.gov/>;
 The Department of Veterans Affairs Strategic Plan FY 2018 – 2024/
<https://www.va.gov/performance/>, <https://www.jcs.mil/Doctrine/Interorganizational-Documents>

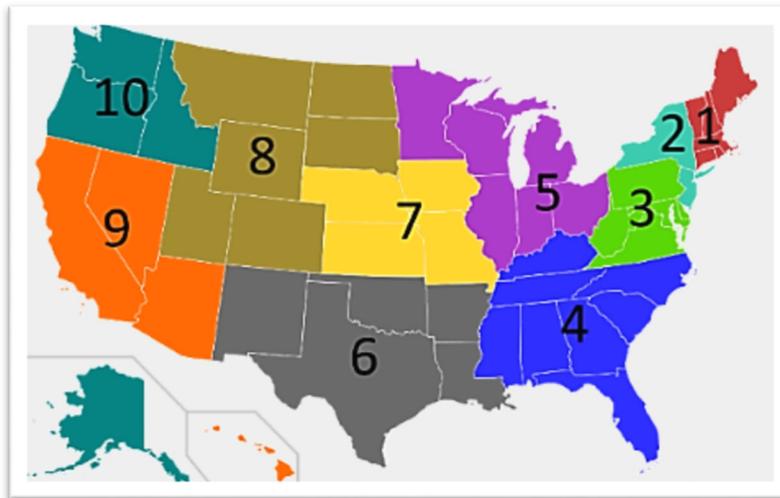
17. Office of the Director of National Intelligence and Central Intelligence Agency

The mission of the Office of the Director of National Intelligence is to lead intelligence integration and forge an intelligence community that delivers the most insightful intelligence possible. It integrates foreign, military, and domestic intelligence capabilities through policy, personnel, and technology actions to provide decision advantage to policymakers, warfighters, homeland security officials, and law enforcement personnel. The CIA is an independent agency that provides intelligence relevant to national security and strategic policy interests of the US to senior US policymakers. The CIA's primary mission is to collect, analyze, and produce timely analysis of foreign intelligence to assist the President and senior USG policymakers in making decisions in support of national interests and goals. The CIA does not make policy; it is an independent source of intelligence information for those who do. The CIA may also conduct covert action at the direction of the President to preempt threats or achieve US policy objectives.

*For more information see <http://www.dni.gov>; <http://www.cia.gov>;
The 2019 National Intelligence Strategy at
<https://www.jcs.mil/Doctrine/Interorganizational-Documents/>*

18. Environmental Protection Agency

The Environmental Protection Agency's (EPA's) mission is to protect human health and the environment. EPA leads the nation's environmental science, research, education, and assessment efforts. EPA works closely with other USG departments and agencies, state and local governments, and Indian tribes to develop and enforce regulations under existing environmental laws. EPA researches and sets national standards for a variety of environmental programs and delegates to states and tribes responsibility for issuing permits and monitoring and enforcing compliance. Where national standards are not met, EPA can issue sanctions and take other steps to assist the states and tribes in reaching the desired levels of environmental quality. EPA, along with the US Coast Guard, also has significant responsibilities under the NRF for oil and hazardous materials response (ESF 10), and under the National Oil and Hazardous Substances. Below is the EPA regional map.



*For more information see <http://www.epa.gov>;
The Environmental Protection Agency FY 2018 - 2022 Strategic Plan
<https://www.jcs.mil/Doctrine/Interorganizational-Documents/>*

19. General Services Administration

The General Services Administration (GSA) leverages the buying power of the USG to acquire the best value for taxpayers and federal customers. GSA exercises responsible asset management; delivers superior workplaces, quality acquisition services, and expert business solutions; and develops innovative and effective management policies. GSA oversees the business of the USG. Serving as co-primary agency lead for NRF resources support (ESF 7), and support agency to nine other ESFs.

*For more information see <http://www.gsa.gov>;
The GSA Strategic Plan Fiscal Years 2018-2022 at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>*

*For more information see The United States Government Manual at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>;
ESFs at <https://www.fema.gov/media-library/assets/documents/>;
RSFs at <https://www.fema.gov/recovery-support-functions>;
Joint Publication 3-08, *Interorganizational Cooperation* at <https://www.jcs.mil/Doctrine/Joint-Doctrine-Pubs/3-0-Operations-Series/>; *Interorganizational Cooperation I of III - The Interagency Perspective JFQ 79*, 2015; *Interorganizational Cooperation II of III - The Humanitarian Perspective JFQ 80*, 2016; *Interorganizational Cooperation III of III The Joint Force Perspective JFQ 81*, 2016, at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>;
Campaign Activities related to Civilian, Economic, environmental, Food, and Health Security, at *The US Government's Approach Articles* at <https://www.jcs.mil/Doctrine/Interorganizational-Documents/>;*

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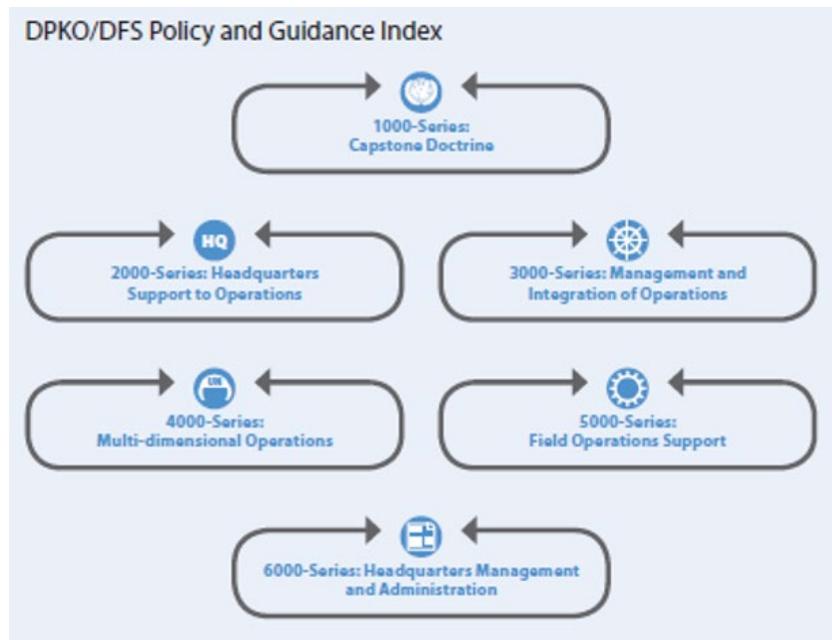
APPENDIX B INTERNATIONAL ORGANIZATIONS

1. International Organizations

An international organization is an organization created by a formal agreement (e.g., a treaty) between two or more governments on a global, regional, or functional basis to protect and promote national interests shared by member states. International organizations may be established for wide-ranging or narrowly defined purposes. Examples include the UN, NATO, Organization of American States, and the African Union (AU). NATO and the Organization for Security and Cooperation in Europe are regional security organizations, while the European Union, the AU, and the Organization of American States are general regional organizations.

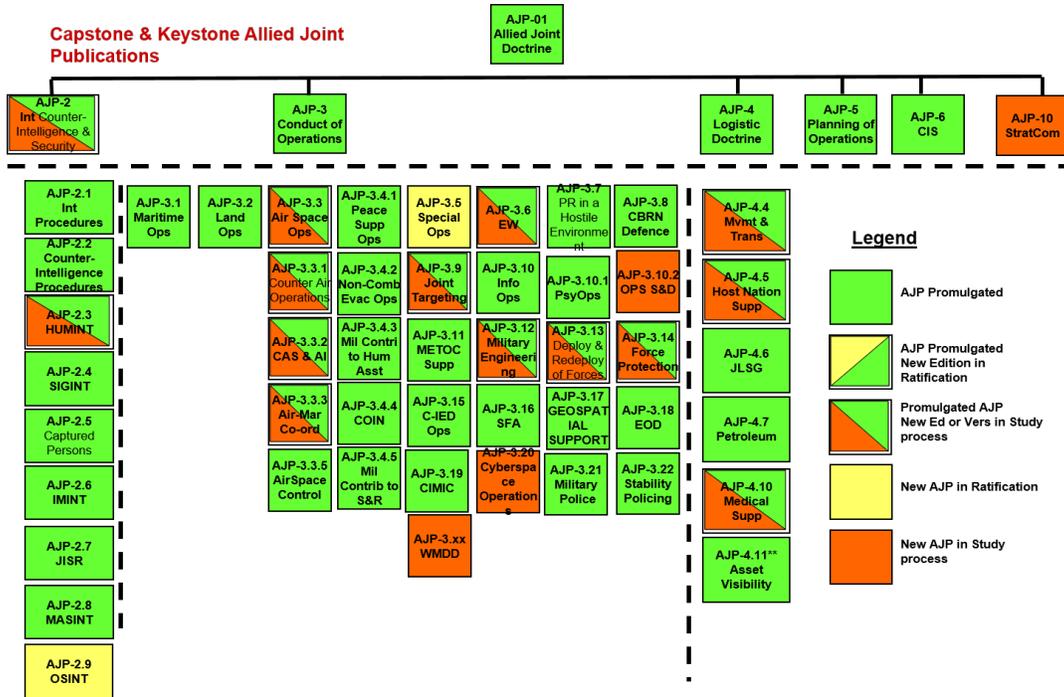
Coordination with the UN begins at the national level with DOS, through the US ambassador to the UN, officially titled the US Permanent Representative. The ambassador typically has the status of Cabinet rank and is assisted at the US mission to the UN by a military assistant who coordinates military interests primarily with the UN Department of Peacekeeping Operations (DPKO) and the UNOCHA. USG coordination with UN peace operations missions or agencies in-theater is through the US country team, which includes DOS's refugee coordinators focused on humanitarian response through UN agencies and the International Committee of the Red Cross. In some countries, US UN military observers attached to some UN peace operations missions may provide information and advice through the US country team. The following UN Doctrine framework that is being developed under its UN Peacekeeping Operations Principles and Guidelines capstone document is authored by the UNDPKO and Department of Field Support.

UNITED NATIONS DOCTRINE HIERARCHY BUILDING BLOCKS



NATO is an alliance of 29 countries from North America and Europe committed to fulfilling the goals of the North Atlantic Treaty. In accordance with the treaty, the fundamental role of NATO is to safeguard the freedom and security of its member countries by political and military means. It provides a forum for member countries to consult on security issues of common concern and take joint action to address them. The following is NATO's own Allied Joint Doctrine Architecture to guide the employment of allied joint forces in multinational operations.

ALLIED JOINT DOCTRINE HIERARCHY



For more information on the UN see <http://www.un.org>; NATO at <http://www.nato.in>

2. International Red Cross and Red Crescent Movement and American Red Cross

The International Red Cross and Red Crescent Movement is a global humanitarian network of over 80 million people that helps those facing disaster, conflict and health and social problems. It consists of the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent Societies, and the 191 National Red Cross and Red Crescent Societies. As part of a worldwide movement that offers neutral humanitarian care to the victims of war, the American Red Cross distinguishes itself by also aiding victims of devastating natural disasters. Over the years, the organization has expanded its services, always with the aim of preventing and relieving suffering. It also offers compassionate services in five other areas: community services that help the needy; support and comfort for military members and their families; the collection, processing, and distribution of lifesaving blood and blood products; educational programs that promote health and safety; and international relief (includes disaster risk reduction and preparedness programs) and development programs.

*For more information see <https://www.icrc.org/en/who-we-are/movement>
The American Red Cross at <http://www.redcross.org>*

3. United States Institute of Peace and Nongovernmental Organizations

The US Institute of Peace (USIP) was created by Congress in 1984 as an independent, nonpartisan organization charged with preventing, mitigating, and resolving violent conflicts around the world. USIP engages directly in conflict zones and by providing analysis, education, and resources to those working for peace. USIP's programs are funded by an annual congressional appropriation and supplemented by funds from USG departments and agencies. USIP has more than 300 personnel at their District of Columbia Headquarters and more on the ground in many of the world's most dangerous regions.

NGOs are private, self-governing, not-for-profit organizations 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. Where long-term problems precede a deepening crisis, NGOs are frequently on scene before the US military and may have an established presence in the crisis area. NGOs frequently work in areas where military forces conduct military engagement, security cooperation, and deterrence activities and most likely will remain long after military forces have departed. Although NGOs may have philosophical differences and divergent agendas from military forces, short-term objectives are frequently similar. Identifying common ground with NGOs can be mutually beneficial, although NGOs often object to any sense that their activities have been co-opted for the achievement of military objectives. Their mission is often one of a humanitarian or development nature and in very few cases related to assisting the military. InterAction is the largest coalition of US-based international development and humanitarian NGO with over 165 members operating in developing countries.

Civil society and civil society organizations are nongovernmental, voluntary groups that organize themselves on behalf of individual citizens and local communities. An active civil society partners with government to fill public services and holds government accountable, by pressing for transparent and fair governance, with equal access to government services for all people. Traditional civil society and civil society organizations include religious, tribal, cultural, and informal organizations. Modern civil society and civil society organizations include universities, community-based organizations, professional and trade associations, media, charities, artists, and NGOs financed with national funds.

*For more information on USIP <http://www.usip.org>;
Interaction at <https://www.interaction.org/>*

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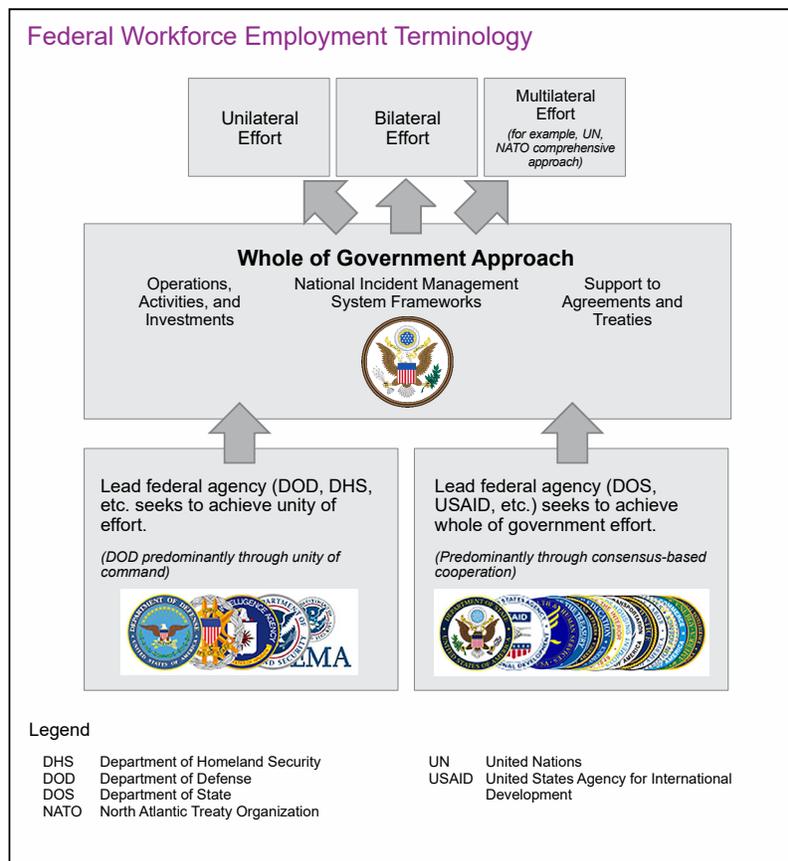
APPENDIX C COORDINATION MECHANISMS

1. Coordination Mechanisms

The following discusses USG and other frameworks, systems, notional mapping, and terminology.

2. Federal Crosswalk

USG federal workforce communities presently describe their strategic approach as either “unity of effort” or “whole-of-government effort” when employed. The following shows the basic terminology used and for what efforts.



3. Domestic National Coordination Mechanisms

For domestic operations, USG departments and agencies aspire to a whole-of-government approach. This approach involves the integration of USG efforts through interagency planning that set forth detailed concepts of operations; descriptions of critical tasks and responsibilities; detailed resource, personnel, and sourcing requirements; and specific provisions for the rapid integration of resources and personnel directed in PPD-8. Two planning frameworks are represented below.

National Response Framework
Domestic Coordination—Emergency Support Functions

Agency	#1 - Transportation	#2 - Communications	#3 - Public Works and Engineering	#4 - Firefighting	#5 - Emergency Management	#6 - Mass Care, Emergency Assistance, Housing, and Human Services	#7 - Logistics Management and Resource Support	#8 - Public Health and Medical Services	#9 - Search and Rescue	#10 - Oil and Hazardous Materials Response	#11 - Agriculture and Natural Resources	#12 - Energy	#13 - Public Safety and Security	#14 - Cross-Sector Business and Infrastructure	#15 - External Affairs
USDA			S		S	S	S	S			C	S		S	S
USDA/FS	S	S	S	C	S	S	S	S	S	S			S	S	S
DOC	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
DOD	S	S	S	S	S	S	S	S	P	S	S	S	S	S	S
DOD/USACE	S		C	S		S	S	S	S	S	S	S	S	S	S
ED					S										S
DOE	S		S		S		S	S	S	S	S	C		S	S
DHHS			S		S	S	S	C	S	S	S			S	S
DHS	S	S	S		S	S	S	S	S	S	S	S	S	C	C
DHS/FEMA	S	P	P	S	C	C	C	S	C	S	S			P	P
DHS/NCS		C					S						S		
DHS/USCG	S		S	S				S	P	P			S		
HUD					S	S								S	S
DOI	S	S	S	S	S	S	S	S	P	S	P	S	S	S	S
DOJ	S				S	S		S	S	S	S		C		S
DOL			S		S	S	S	S	S	S	S	S		S	S
DOS	S		S	S	S			S		S	S	S		S	S
DOS/USAID					S	S								S	S
DOT	C		S		S	S	S	S		S	S	S		S	S
Treasury					S	S							S	S	S
VA			S		S	S	S	S					S	S	S
EPA			S	S	S		S			C	S	S	S	S	S
GSA	S	S	S		S	S	C	S		S	S			S	S

Legend

C	ESF coordinator	GSA	General Services Administration
DHHS	Department of Health and Human Services	HUD	Department of Housing and Urban Development
DHS	Department of Homeland Security	NCS	National Communications System
DOC	Department of Commerce	P	primary agency
DOD	Department of Defense	S	support agency
DOE	Department of Energy	USACE	United States Army Corps of Engineers
DOI	Department of the Interior	USAID	United States Agency for International Development
DOJ	Department of Justice	USCG	United States Coast Guard
DOL	Department of Labor	USDA	United States Department of Agriculture
DOS	Department of State	VA	US Department of Veterans Affairs
DOT	Department of Transportation		
ED	Department of Education		
EPA	Environmental Protection Agency		
ESF	emergency support function		
FEMA	Federal Emergency Management Agency		
FS	Forest Service		

Other Federal Agencies may not be depicted for the purposes of this figure.

National Disaster Recovery Framework
Domestic Coordination—Recovery Support Functions

Agency	#1 - Community Planning and Capacity Building	#2 - Economic	#3 - Health and Social Services	#4 - Housing	#5 - Infrastructure Systems	#6 - Natural and Cultural Resources
USDA	S	S	S	P	S	S
DOC	S	C		S	S	S
DOD					S	
DOD/USACE					C	S
ED	S		P		S	
DOE				S	P	
DHHS	P		C	S	S	
DHS	S				S	
DHS/FEMA	C	P	P	S	P	P
HUD	S			S		
DOI	S		P		S	C
DOJ	S		P	P		
DOL		P	P			
DOT	S		S		P	
Treasury	S	S	S		S	
VA			P	S		
EPA	S		P	S	S	P
GSA					S	
CNCS	S		P	S		S
SBA	S	P	S	S		
ARC			S	S		

Legend

ARC	American Red Cross	ED	Department of Education
C	coordinator	EPA	Environmental Protection Agency
CNCS	Corporation for National Community Service	FEMA	Federal Emergency Management Agency
DHHS	Department of Health and Human Services	HUD	Department of Housing and Urban Development
DHS	Department of Homeland Security	P	primary agency
GSA	General Services Administration	S	support agency
DOC	Department of Commerce	RSF	recovery support function
DOD	Department of Defense	SBA	Small Business Administration
DOE	Department of Energy	USACE	United States Army Corps of Engineers
DOI	Department of the Interior	USDA	United States Department of Agriculture
DOJ	Department of Justice	VA	US Department of Veterans Affairs
DOL	Department of Labor		
DOT	Department of Transportation		
ED	Department of Education		

Other Federal Agencies may not be depicted for the purposes of this figure.

4. Federal System Linkage Abroad

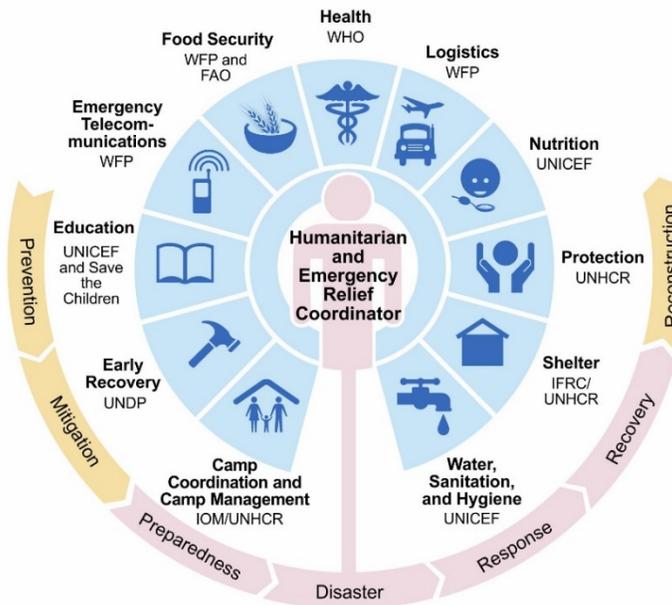
The USAID/OFDA Humanitarian Sector system has 11 areas that coordinate foreign disaster, conflict or development assistance to HN through the COM/US Ambassador via DOS. Upon request from the host nation through UNOCHA, the USG normally through USAID/OFDA will provide assistance that links with UN and other coordination systems abroad. UNOCHA is responsible for assistance activated under the UN Humanitarian Clusters system that is responsible for facilitating assistance to the relevant HN ministries. If UN Clusters are not activated, international response normally flows to HN ministries.

United States Agency for International Development
Humanitarian Sectors

	Agriculture and Food Security
	Economic Recovery and Market Systems
	Health
	Humanitarian Coordination and Information Management
	Humanitarian Studies, Analysis, or Applications
	Logistics and Relief Commodities
	Nutrition
	Protection
	Natural and Technological Risks
	Shelter and Settlements
	Water, Sanitation, and Hygiene

Cluster Sector Activities and Respective Leads

The Clusters



NOTE:
The cluster system does not apply in refugee situations where UNHCR is the lead for all sectors.

Legend

FAO	Food and Agriculture Organization (United Nations)	UNHCR	United Nations High Commissioner for Refugees
IFRC	International Federation of Red Cross and Red Crescent Societies	UNICEF	United Nations Children's Fund
IOM	International Organization for Migration	WFP	World Food Programme (United Nations)
UNDP	United Nations Development Programme	WHO	World Health Organization (United Nations)

5. Notional US Domestic to Foreign Government Institution Mapping

As USG departments continue to develop their own strategies to achieve policy security objectives, the future is uncertain on how they will plan for a robust international workforce response. Currently, USAID-led foreign disaster relief is effective for routine disasters but additional progress is needed to better coordinate US humanitarian assistance for catastrophes with cascading effects to public infrastructure (for example, the loss of electrical power grids and exposure to chemical and radiological events). One solution is to use the domestic NRF as a framework. The NRF evolved from Katrina is a useful model for a possible International Response Framework (IRF). Such a framework could produce a mechanism that would be useful due to the fact that most foreign governments are not prepared to respond to out-of-the ordinary, severe catastrophes that overwhelm local and regional response capacity. The NRFs ESFs bring order into a space of chaos during disaster relief. USAID/OFDA's humanitarian sectors framework can link into the UN Cluster system to provide disaster relief to the HN. The NRF identifies the key response principles, as well as the roles and structures that organize national response. It describes how communities, States, the Federal Government, and private sector and nongovernmental stakeholders apply these principles for a coordinated, effective national response. In addition, it describes special circumstances where the Federal Government exercises a larger role, including incidents where USG interests are involved and catastrophic incidents where a State would require significant support. It lays the groundwork for first responders, decision-makers and supporting entities to provide a unified national response. An IRF must take into account the role and capacities of the UN agencies and should attempt to mirror the UN Cluster system to ensure integration during international responses. In this context, USG disaster response should function within the UN system, with ultimate responsibility and control left to the host government. The following mapping can be used in whole or portions to create an IRF.

NFR to IRF Mapping.

NRF Activity	US Humanitarian Activity	UN Cluster Activity	HN Activity
ESF #11 Agriculture and Natural Resources (USDA)	Agriculture Food and Security	Agriculture (Food and Agriculture Organization of the UN)	Ministry of Agriculture; Ministry of Livestock Development
former ESF #14 Long-Term Recovery (DHS); now National Disaster Recovery Framework	Humanitarian Coordination and Information Management	Camp Management (UN High Comm for Refugees / International Organization for Migration)	Ministry of State for Special Programmes
ESF #5 Emergency Management (DHS)	Economic Recovery and Market Systems	Early Recovery (UN Development Programme)	Ministry of State for Special Programmes
ESF #15 External Affairs (DHS)	Humanitarian Studies, Analysis or Applications	Education (UN Children's Fund / Save the Children)	Ministry of Education
ESF #6 Mass Care, Emergency Assistance, Housing, and Human Services (DHS)	Shelter and Settlements	Emergency Shelter (UN High Commissioner for Refugees)	Ministry of Public Health & Sanitation
ESF #8 Public Health and Medical Services (HHS)	Health	Health (World Health Organization)	Ministry of Health; Ministry of Public Health & Sanitation
ESF #7 Logistics Management and Resource Support (DHS/GSA)	Logistics and Relief Commodities	Logistics (World Food Programme)	Ministry of State for Special Programmes
ESF #11 Agriculture and Natural Resources (USDA)	Nutrition	Nutrition (UN Children's Fund)	Ministry of Health; Ministry of Public Health & Sanitation
ESF #13 Public Safety and Security (DOJ)	Protection	Protection (UN High Comm for Refugees / UN High Comm for Human Rights/UN Children's Fund)	Ministry of Provincial Admin and Internal Security
ESF #2 Communications (DHS)	Natural and Technological Risks	Telecommunications (OCHA/ UN Children's Fund / World Food Programme)	Ministry of State for Special Programmes
ESF #8 Public Health and Medical Services (HHS)	Water, Sanitation and Hygiene	Water/Sanitation (UN Children)	Ministry of Water & Irrigation

For more information see USG Haiti Report, Independent Review of the U.S. Government Response to the Haiti Earthquake, Final Report, March 2011 at https://pdf.usaid.gov/pdf_docs/pdacr222.pdf;

APPENDIX D DEPARTMENT FACTORS

The Code of Laws of the United States of America (U.S. Code) is the official compilation and codification of US federal statutes. It contains 53 titles. The main edition is published every six years by the House of Representative, and cumulative supplements are published annually. Below is a crosswalk between departments and US Code sections.

Department and Selected Agency	Section of US CODE
Agriculture	7, 21
Commerce	13, 15, 17, 35
Defense	10, 32, 37, 41, 42, 50
Education	20
Energy	42
Health and Human Services	42
Homeland Security	6, 8, 14, 19, 23, 33, 42, 50
Housing and Urban Development	42
Interior	16, 25, 30, 43, 54
Justice	18, 28, 42
Labor	29, 30, 33
State Department	22
Transportation	23, 42, 45, 46, 48, 49
Treasury	11, 12, 26, 31
Veteran Affairs	38
Environmental Protection Agency	42
Central Intelligence Agency	50
Office of the Director of National Intelligence	50
General Services Administration	40, 41

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APPENDIX E
UNITED STATES GOVERNMENT COMPENDIUM OF INTERAGENCY AND
ASSOCIATED TERMS
(USG Compendium)

Interagency terms that reside in strategic level or other significant documents of relevancy to the interagency can be proposed placement in a separate USG Compendium.

The USG Compendium is separated into two parts (I - alphabetization of terms, and II -thematic lists.) The requirement is on the reader to analyze individual terms by viewing the original source placed in the document following each term and definition before comparing with similar terms or using in other documents. Part II's thematic lists are categorized as follows to expose readers to terms and definitions related to foreign and domestic activities:

1. Domestic Support - All-Hazard Emergency Management:

- law enforcement; fire and medical health services related to preparedness, protection, mitigation, response, recovery and continuation of essential public and private services

2. Domestic Support - Homeland Security:

- terrorism, intelligence, cybersecurity, critical infrastructure protection, national all-hazard emergency planning and response to include civil-military coordination

3. Foreign Support - Humanitarian and Sustainable Development Assistance:

- foreign disaster response and humanitarian relief, youth, resilience and climate change as well as sectoral: health, agriculture, education, et al.

4. Foreign Support - Stabilization and Security Assistance:

- fragility, defense and governance, counterterrorism, counter violent extremism, peace keeping operations, atrocity prevention, civil-military coordination and transition

5. Administrative Terms:

- those terms commonly used in interagency discussions

Updates to the USG Compendium are made annually or event-driven. For reference purposes, the USG Compendium will be cited as: Office of the Chairman of the Joint Chiefs of Staff, "USG Compendium of Interagency and Associated Terms," (Washington, DC: The Joint Staff, date), page # (if necessary).

For more information on the USG Compendium see The DOD Terminology Program Web pages on the Joint Electronic Library at <https://www.jcs.mil/>

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APPENDIX F
GLOSSARY
(for this document only)

[Departments and Agencies normally define mission task terms (n - deterrence, stabilization, etc.) instead of strategic effect terms (v) to avoid confusion within and between mission areas and levels of engagement. For strategic effect terms the standard dictionary definition applies. The following is a lengthy but not exhaustive list of strategic effect terms: advance, assure, coerce, compete, compel, contain, deceive, defeat, degrade, delay, delegitimize, deny, destroy, deter, discredit, disable, discourage, disrupt, divert, engage, enhance, integrate, isolate, kill, maintain, manage, neutralize, prevent, protect, stabilize, suppress, synchronize.]

chief of mission - the principal officer in charge of a diplomatic mission of the United States or of a United States office abroad which is designated by the Secretary of State as diplomatic in nature, including any individual temporarily assigned to be in charge of such a mission or office. Also called COM. (22 USC 3902)

civil society - nongovernmental, voluntary groups that organize themselves on behalf of individual citizens and local communities to fill public services and holds government accountable, by pressing for transparent and fair governance, with equal access to government services for all people.

collaboration - a process where organizations work together to attain common goals by sharing knowledge, learning, and building consensus.

compromise - a settlement of differences by mutual concessions without violation of core values; an agreement reached by adjustment of conflicting or opposing positions, by reciprocal modification of an original position.

consensus - a general or collective agreement, accord, or position reached by a group as a whole. It implies a serious consideration of every group member's position and results in a mutually acceptable outcome even if there are differences among parties.

cooperation - the process of acting together for a common purpose or mutual benefit. It involves working in harmony, side by side and implies an association between organizations. It is the alternative to working separately in competition. Cooperation with other departments and agencies does not require giving up authority, autonomy, or becoming subordinated to the direction of others.

coordination - the process of organizing a complex enterprise in which numerous organizations are involved, and bringing their contributions together to form a coherent or efficient whole.

development assistance - programs, projects, and activities that improve the lives of the citizens of developing countries while furthering US foreign policy interests in expanding democracy and promoting free market economic growth.

interagency - of or pertaining to United States Government agencies and departments, including the Department of Defense. (*DOD Dictionary*)

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.

interorganizational cooperation - the interaction that occurs among elements of the Department of Defense; participating United States Government departments and agencies; state, territorial, local, and tribal agencies; foreign military forces and government agencies; international organizations; nongovernmental organizations; and the private sector. (*DOD Dictionary*)

lead federal agency - the federal agency that leads and coordinates the overall federal response to an emergency. Also called LFA. (*DOD Dictionary*)

mission civil-military coordinator - serves as the first point of contact for non-disaster related interactions between the Department of Defense and the United States Agency for International Development and missions; serves as a formal point of entry the Department of Defense and the United States Agency for International Development missions and support more effective coordination, reduce duplication, and to lead to better development outcomes in support of national security.

mission partner - an agency or other external stakeholder that the US military works with in a specific situation or operation, based on an agreement, commitment or willing arrangement, to advance their mutual interests.

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. (*DOD Dictionary*)

private sector - an umbrella term that may be applied to any or all of the nonpublic or commercial individuals and businesses, specified nonprofit organizations, most of academia and other scholastic institutions, and selected nongovernmental organizations.

stabilization - a political endeavor involving an integrated civilian-military process to create conditions where locally legitimate authorities and systems can peaceably manage conflict and prevent a resurgence of violence. (*Stabilization Assistance Review, DOS, USAID, DOD, 2018*)

stakeholder - a person, organization, or entity who affects or can be affected by actions of the US military. Stakeholders do not necessarily have shared goals or objectives with the US Government or Department of Defense.

strategic art - a process that involves continuous orchestration of all the instrument of national power to protect and promote national interests.

synchronization - the process of planning when and how—across time and space—stakeholders will apply their resources in a sequenced fashion.

unified action - the synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort.

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. (*DOD Dictionary*)

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. (*DOD Dictionary*)

whole-of-government approach - an approach that integrates the collaborative efforts of the departments and agencies of the US Government to achieve unity of effort. (*CJCSI 3110.01K*)

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