

# *Insights*

## **to Effective Interorganizational Coordination**

**by David Grambo, Barrett Smith and Richard W. Kokko**

The Joint Staff J7, Joint Force Development, supports the Chairman of the Joint Chiefs of Staff (CJCS) and contributes to the operational effectiveness of the joint force through the publication of focus papers containing insights and best practices across several different functional areas. This article, written by members of the Interorganizational Coordination branch of the Deployable Training Division, focuses on interorganizational coordination insights and best practices collected and compiled by Deployable Training Division observer/trainers working with geographic combatant commands, functional combatant commands, Services, and joint task force headquarters. These insights and best practices are intended to enhance the overall efficiency and effectiveness of the joint force by improving communication, enhancing collaboration, and promoting unity of effort among Department of Defense (DoD) and interorganizational partners.

Strategic guidance provides joint force commanders (JFCs) a framework to achieve interorganizational coordination by providing the authority and legitimacy for unity of effort. JFCs must actively seek to horizontally integrate with potential mission partners and other external stakeholders as part of an overarching comprehensive approach. By promoting and facilitating inclusion, starting with the planning process, JFCs enable a better understanding of the situation through the aggregation of multiple perspectives in framing the problem and way ahead and setting the conditions necessary for the eventual and successful transition of roles and responsibilities to other mission partners.

While the CJCS's White Paper on mission command focuses primarily on the vertical aspects of command relations between the commander and subordinate, there are also horizontal and external dimensions of the principles of mission command that must be considered to achieve unity of effort

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with external organizations.<sup>1</sup> His discussion of the “co-creation of context” between tactical and operational levels of command helps illustrate the importance of inclusion from all levels of perspective to achieve a broad view of the operating environment. Co-creation of context can also be applied horizontally to include the perspectives of external

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organizations facilitating a comprehensive approach to the operating environment as described in the Capstone Concept for Joint Operations.<sup>2</sup> Co-creation implies a mutual, two-way flow of information and can improve the situational awareness of all mission partners and stakeholders. A mission partner is an agency or other external stakeholder that the U.S. military works with in a specific situation or operation, based on an agreement, commitment, or willing arrangement to advance mutual interest. Other stakeholders are individuals, organizations, or entities that affect or can be affected by actions of the U.S. military. Federal agencies and allies are mission partners; not all stakeholders are necessarily partners. The challenge lies in achieving unity of effort across these diverse participants, while understanding and managing the different cultures, authorities, capabilities, capacities, and procedures inherent in each organization and creating synergy in the process. The priorities and outlooks of the participants with respect to the situation may differ in

important ways. An effective and consistent inclusion of mission command principles applied horizontally to mission partners and other external stakeholders can help develop context and better inform the commander’s decisions.

### **Developing Unity of Effort**

U.S. military operations are typically conducted within a unity of effort framework that may include U.S. agency partners, foreign agencies and militaries, intergovernmental organizations (IGOs), non-governmental organizations (NGOs), and the private sector. Every headquarters observed identified unity of effort as key to achieving strategic objectives and recognized the value of harmonizing and synchronizing military actions with the actions of other instruments of national power. “C5 thinking” (command, control, cooperation, coordination, and collaboration) is much more appropriate to facilitating unity of effort than a mindset singularly focused on command and control.

Joint Publication 3-08, *Interorganizational Coordination During Joint Operations*, introduced the term “interorganizational coordination” to address DoD interface with all external stakeholders including domestic and foreign government agencies, foreign militaries, IGOs, NGOs, and private organizations.<sup>3</sup> Interagency coordination is a subset of interorganizational coordination. Achieving unity of effort is the stated goal of many mission partners; however, even defining “unity of effort” can be difficult. DoD and Department of State (State), two interagency partners that frequently work closely together, define unity of effort differently (see Figure 1). While these differences are, arguably, slight, they demonstrate the differences in culture, language, and perspective at the heart of the challenge of achieving unity of effort among diverse groups.

## Unity of Effort – Definitions

### DoD Definition

Coordination and cooperation toward common objectives, even if the participants are not necessarily part of the same command or organization – the product of successful unified action. (Source: JP 1-02)

### State Department Definition

A cooperative concept, which refers to coordination and communication among U.S. government organizations toward the same common goals for success; in order to achieve unity of effort, it is not necessary for all organizations to be controlled under the same command structure, but is necessary for each agency's efforts to be in harmony with the short- and long-term goals of the mission. Unity of effort is based on four principles:

1. Common understanding of the situation.
2. Common vision or goals for the mission.
3. Coordination of efforts to ensure continued coherency.
4. Common measures of progress and ability to change course if necessary.

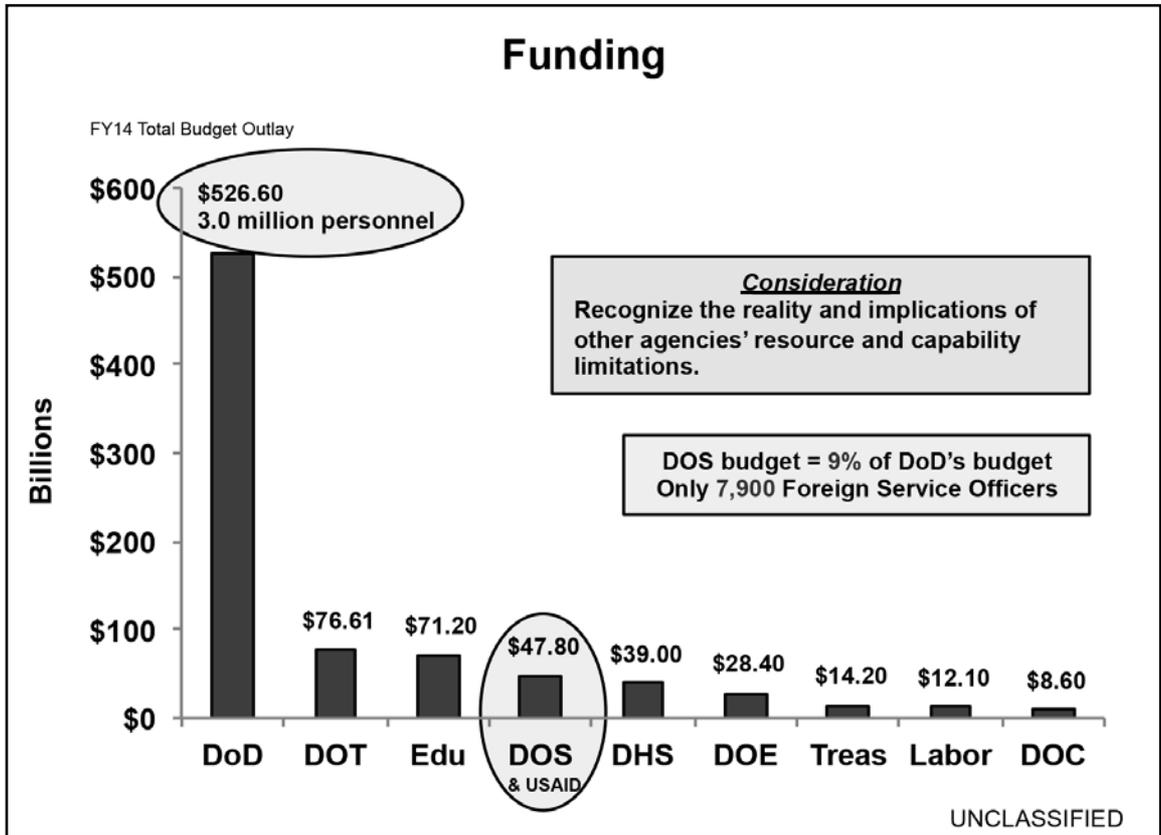
(Source: 3D Planning Guide: Diplomacy, Development, Defense, Sept. 2011)

**Figure 1. Definitions of "Unity of Effort"**

Successful JFCs understand the different authorities, perspectives, and cultures among entities; avoid taking an authoritative lead role; and realize the value of different perspectives and capabilities. They understand that a military-led approach may be counterproductive to effective relationships, impede overall unity of effort, and compromise mission accomplishment. While interorganizational coordination continues to improve, friction normally remains at the operational and theater-strategic levels with respect to coordinating day-to-day operations.

One of the main sources of friction between DoD and other U.S. government departments is the difference in each organization's capacity. Figure 2 (page 6) illustrates budget outlays among U.S. government Executive Branch agencies in FY14 and is representative of how Congress normally apportions the federal budget. It is important to note the size of DoD

expenditures versus interagency partners. While DoD uses the old adage "requirements drive spending," in other agencies, "spending may drive requirements." Interagency partners may only be able to plan for and fulfill requirements that fall within their budget authority. Agency partners do not have the depth in personnel DoD enjoys and may turn to DoD for assistance during both foreign and domestic operations when their resources are insufficient to accomplish the tasks. Regardless of the numerous challenges to fully achieving unified action, JFCs and interagency partners have overcome many of the difficulties at the operational and theater-strategic levels by developing personal relationships, mutual respect, enhanced communication, and integration.



**Figure 2. FY14 Funding for U.S. Government Departments**

### Framework for Domestic Operations

Military operations inside the U.S. and its territories consist of Defense Support of Civil Authorities (DSCA) and homeland defense.<sup>4</sup> DoD normally supports a primary federal agency during DSCA and is the lead federal agency for homeland defense. The President and Secretary of Defense define the circumstances under which DoD will be involved in domestic operations. DoD integrates into the national incident response architecture through DSCA. DSCA refers to DoD support provided by federal military forces, DoD civilians and contract personnel, and DoD agencies and components to a primary federal agency in response to State and tribal requests for assistance. The Secretary of Defense will authorize DSCA provided the support does not impede DoD's ability to meet

national defense requirements. DoD typically provides DSCA on a reimbursable basis as authorized by law.

For major domestic disaster response operations, the Federal Emergency Management Agency (FEMA) establishes a joint field office (JFO)—a temporary federal facility at the operational level—as a central coordination point for federal, state, and local executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate response and recovery assets and resources for an incident.<sup>5</sup> Within the JFO, the federal coordinating officer manages federal resource support activities, including DoD, when DSCA is contemplated or occurs.<sup>6</sup>

The defense coordinating officer (DCO)<sup>7</sup> is a U.S. Northern Command asset permanently stationed at each FEMA region and assigned

to JFOs when activated. Assisted by a defense coordinating element, the DCO serves as DoD's single point of contact in the JFO, receiving and processing requests for assistance.

Based on the magnitude, type of incident, and anticipated level of resource involvement, the DoD may designate a JTF commander to command federal (Title 10) military activities in support of the incident objectives. The use of a JTF does not replace the requirement for a DCO who remains DoD's single point of contact in the JFO for coordinating DoD support.<sup>8</sup> It is worth noting that the JTF will have no control over non-federalized (i.e., Title 32) National Guard forces. Many states have designated dual-status commanders who when authorized by the affected state governor and Secretary of Defense will provide unity of command to both Title 32 and designated Title 10 forces involved in DSCA events. A dual-status commander may be established in addition to a purely Title 10 JTF.

In accordance with the National Response Framework (NRF), the JTF synchronizes its actions with multiagency coordinating structures at the field, regional, and national levels. However, the JTF's main area for coordination is at the JFO. The command and control element of a JTF will normally be part of the JFO coordination group, ensuring coordination and unity of effort. Observer/trainers have identified the following insights and best practices for the JTF staff:

- Upon activation of a JTF, clarify roles and responsibilities of the DCO and JTF commander with respect to the federal coordinating officer and the geographic combatant commander (GCC).
- Understand and follow the NRF-described role of the DCO and provide robust liaison to the DCO to help share situational awareness, determine current and future support requirements, and support the

mission assignment development process.

- Understand the role of the dual-status commander(s), if established, and develop appropriate means of interaction. Understand the National Incident Management System framework; specifically, how the incident command posts and area command centers relate to the multiagency coordination centers.
- Understand the scalable organizational structure of the JFO (i.e., the management, operations, planning, logistics, and finance/administration sections).
- Offer assistance to the federal coordinating officer and DCO with JTF staff planning, monitoring, and assessment capabilities in the JFO. Advise the federal coordinating officer and DCO on the best use of JTF capabilities and assist with development of requests for assistance. This staff support may often be provided along emergency support function lines.
- Use an existing common, unclassified, information-sharing mechanism, such as the Homeland Security Information Network, to collaborate and share information with the agencies and other external stakeholders.

### **Framework for Foreign Operations<sup>9</sup>**

By U.S. Code, each U.S. government agency has unique authorities and responsibilities. For example, Title 10 provides the authorities for DoD security cooperation activities. However, Title 10 funding for the outright training and equipping of foreign militaries is not authorized. Title 22 funding, which provides authority for State activities, allows for the training and equipping of foreign militaries; as a result, many of the security cooperation programs undertaken by GCCs in support of steady-state operations are funded by State. While this is a

simplified example, it illustrates the importance of understanding the different authorities, roles, and limitations of interagency partners in order to allow the JFC to leverage the capabilities of each organization to enhance unified action and achieve Theater Campaign Plan objectives.<sup>10</sup>

Department of Defense Directive 5105.75, “DoD Operations at U.S. Embassies,” establishes the position of Senior Defense Official (SDO) as the principal DoD official in U.S. embassies, as designated by the Secretary of Defense.<sup>11</sup> The SDO is normally the diplomatically accredited Defense attaché (DATT) and is the Chief of Mission’s principal military advisor on defense and national security issues, the senior diplomatically accredited DoD military officer assigned to a U.S. diplomatic mission, and the single point of contact for all DoD matters involving the embassy or DoD element assigned to or working from the embassy. The SDO/DATT is the in-country focal point for planning, coordinating, supporting, and/or executing U.S. defense issues and activities in the host nation, including theater-security cooperation programs under the oversight of the GCC.

**Commanders and staffs must understand how to most effectively incorporate, leverage, and integrate partner capabilities throughout the commander’s decision cycle in order to maximize unity of effort in pursuit of shared objectives.**

Within a theater, the GCC retains the responsibility for planning and implementing regional and theater military strategies, policies, plans, and engagements that require interagency coordination. As such, the GCC coordinates closely with each Chief of Mission within his area of responsibility (AOR) to develop

country plans that provide overall focus and theater strategic goals. There may be some benefit to negotiating with the country team to have a GCC or JTF liaison officer (LNO) at the embassy for a specified event or operation. A well-developed relationship between an embassy country team and the JFC will help develop the two-way, horizontal trust required for effective coordination.

U.S. government agencies, including DoD, may support or be supported by IGOs—organizations usually formalized by treaties between two or more governments (e.g., United Nations, Organization of American States). The relationship with an IGO will depend on the situation and the governing treaty. However, in some operations, U.S. government agencies’ relationships with IGOs are neither supported nor supporting, and cooperation is voluntary and based upon national guidance, common goals, and good will. When working within a coalition or IGO structure, it is important that the JFC understand other nations’ prerogatives, operational caveats, limitations, and relationships. Coalition and multinational partners can also bring significant capabilities. Commanders and staffs must understand how to most effectively incorporate, leverage, and integrate partner capabilities throughout the commander’s decision cycle in order to maximize unity of effort in pursuit of shared objectives.

NGOs do not operate within military, governmental, or IGO hierarchies. Relationships between the armed forces and NGOs are essentially cooperative and normally driven by common interests such as providing humanitarian assistance/disaster response. NGOs often endeavor to maintain their neutrality and impartiality toward various parties in an effort to ensure their security and access to the society they are trying to affect. As a result, NGOs will, to a varying degree, avoid direct interaction with military forces in order

to counter perceptions of favoritism or choosing of sides. It is important that JFCs understand and respect these nuances when working with NGOs to allow for greater cooperation and minimize unnecessary friction.

Foreign operations require consideration of host nation concerns and perspectives, particularly regarding the civilian population. U.S. forces are typically operating in foreign countries at the invitation of the host nation. Some operational commanders raise information about host nation institutions or organizations to the same level as priority information requirements (PIR) and friendly force information requirements (FFIR) all subsets of a commander's critical information requirements; however, host nation information requirements, a unique information requirement—not falling under either PIR or FFIR categories—provide the JFC with the necessary information to more effectively partner, develop plans, integrate with civilian activities, and make decisions. Observer/trainers have identified the following insights and best practices for the JFC:

- Develop strong personal relationships with Chief of Mission, SDO/DATT, country team, and other key agency and IGO leadership to promote unity of effort and overcome organizational and cultural differences.
- Clarify the JTF commander's authority, with respect to that of the GCC, when interacting with the affected Chief of Mission. Additionally, clarify the JTF role with the SDO in terms of speaking with one voice to the Chief of Mission and the country team.
- Sending LNOs to an embassy is a negotiated process; it is not automatic.
- Understand the capacity of mission partners and other external stakeholders; channel most communications through the LNO or

SDO/DATT team.

- Incorporate and enable LNOs from host nation, coalition, and multinational partners to ensure their limitations, capabilities, and caveats are appropriately addressed and factored into operational planning and execution.
- Respect the role of NGOs in the area of operations; understand their perspectives to better avoid conflict or friction.

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### **Coordination Insights and Best Practices**

Coordination at the operational and theater-strategic levels during foreign operations is difficult because of the differences in organizational structures between DoD and other organizations. The military is structured to operate at the national-strategic level in Washington, D.C.; theater-strategic level at the combatant commands; and operational and tactical levels at the JTF and below. Most U.S. government agencies and departments are organized to operate at the strategic and theater-strategic levels in Washington, D.C., and at the operational and tactical levels in the field. For example, regional bureaus of State and U.S. Agency for International Development (USAID), which have a GCC theater-strategic view, do not align with GCC AORs. This geographic separation between GCCs and Department of State/agency regional bureaus complicates coordination efforts at the theater-strategic and operational levels. Often, the

headquarters of the U.S. government agencies, IGOs, and NGOs will work directly with their field representatives and embassies, creating information and coordination “voids” with GCC and JTF headquarters at the operational level.

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The theater-strategic and operational headquarters have gained numerous insights in how to improve coordination at these levels with the intent of filling this void and achieving better unity of effort. For example, a JFC’s adjacent, higher, and subordinate commands may use differing structures. The better a JFC and staff understands these structures, the better they will be able to leverage other capabilities and avoid duplicative efforts.

As discussed earlier, even close partners have their own culture, philosophy, goals, authorities, responsibilities, skills, and processes. Successful JFCs, their staffs, and their partners have spent time gaining an understanding of the others’ unique differences and recognize the value in building and maintaining personal relationships. This education and relationship-building is iterative and difficult but has high payoff in bridging these gaps.

Words matter and can affect external stakeholder perspective. Something as simple as the name of an organization, mission, or task may affect the willingness and ability of some agencies, IGOs, NGOs, and private sector entities to participate in U.S. military-led missions. A prime example of this was the tsunami relief effort in 2004. By understanding

the operational environment and adjusting to this reality, the JFC focused the names of the organizations to the tasks at hand. The JTF became known as the Combined Support Force, and the term “disengagement” was replaced with “transition.” Both instances promoted clarity and assurance.

Coordination is centered upon people and relationships. One insight regularly reinforced is the importance of quality LNOs to other organizations. By exchanging information with other agencies and facilitating inclusiveness, LNOs serve as an excellent means for promoting a shared understanding of the operational environment. An LNO is often the only representative of the sending unit with which the other organization’s leadership and staff interacts. Observer/trainers have identified the following insights and best practices on the use of LNOs:

*LNOs from other agencies/organizations –*

- Fully assimilate LNOs into the organization and clarify their roles in terms of their authority, as either a representative that has the authority to speak on behalf of the agency leadership or as a conduit of information to/from that organization.
- Clarify the LNOs’ roles and authorities with respect to other personnel from their agency /organization that may be members in coordination centers or working groups in the headquarters.
- As appropriate, recognize and use LNOs as their parent agency’s personal representative to the command.
- Identify at the Chief of Staff and principal J-code Director Level how to best leverage the LNOs’ skills, knowledge, and access to their parent agency.
- Do not tie LNOs to a desk in the joint

operations center monitoring operations or pigeon hole them into only one working group/cell.

- Include LNOs in any physical or virtual meetings with their parent organization.
- Support them with appropriate information technology, desk space, and telephones to reach back to their agencies. Include them in the information management plan. Request the LNOs' support for monitoring and solving connectivity and classification issues with their agencies.

#### *Command's liaison to other agencies –*

- Send quality personnel. As the JFC's personal representatives, impress on them the need to establish and maintain quality personal relationships with the gaining organization.
- Ensure they understand the respective authorities, responsibilities, goals, processes, and cultures of the agencies/organizations to which they are being assigned.
- Ensure they understand the commander's guidance and intent prior to dispatching them to other agencies. Keep them informed of changing guidance and staff activity so they can provide credible and accurate input.
- Empower them to speak on behalf of the JFC to the gaining organization. Reinforce their credibility and the command's trust and confidence in them at every opportunity with the gaining agency.
- Involve them in internal JFC updates and assessment.
- Keep them focused on watching for and solving connectivity and classification

issues.

Advisors bring specific expertise to a headquarters; however, they are in all likelihood not authorized to speak for a particular agency. The advisor's role is to provide the JFC with personal advice based on past experience. The presence of advisors does not absolve the JFC and staff of establishing and integrating external stakeholders and promoting effective interorganizational coordination.

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Two examples of advisors employed at the JTF-level to ensure effective interorganizational coordination are the political advisor (POLAD) and the senior civilian representative (SCR). The POLAD is a U.S. State Department foreign service officer assigned at the operational or strategic level to provide advice to the commander on State Department and regional political perspectives. The POLAD is not an LNO from State, but rather an experienced advisor to the commander to assist in developing a broad understanding of regional and global perspectives.

The SCR enables better synergy and harmony with interagency partners. The SCR is normally sourced from a parent organization, such as State, the UN, or USAID, depending on the operational focus and predominance of effort. The SCR's authorities are normally specified by the Chief of Mission and often include supervisory authority over non-DoD

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civilian personnel in the staff and subordinate organizations. The personal relationships between the commander and SCR are critical to overall synergy of operations and directly affect the civilian/military relationships throughout the staff and organization. The relationship between the commander and his civilian advisors is critical to developing the trust and building horizontal co-creation of context. This relationship also sets the tone for the rest of the staff and how they interact with civilian counterparts and mission partners. Observer/trainers have identified the following insights and best practices on the use of advisors:

- Clarify their authority to speak on behalf of an agency/organization.
- Clarify their relationship with any liaison or other element from the respective agency or organization and within the joint force command.
- Give them a seat at the table. Ensure they are included in key staff meetings and that their perspective is valued in the decision-making process.
- Recognize their limitations; they are providing their viewpoint based on their experiences and background.

The organization of every joint force headquarters, combatant command (CCMD) headquarters, standing JTF, and limited-duration JTF should support accomplishing its responsibilities for interorganizational coordination. While their responsibilities to

coordinate with agencies and other external stakeholders will vary widely, there are key considerations that shape determining the right organization and assigning the appropriate roles within each headquarters to accomplish those responsibilities.

The nature of the JFC's mission will determine how much interorganizational coordination will be conducted and with whom. CCMDs conduct, plan, and execute extensive theater-security cooperation in collaboration with embassies, foreign governments, IGOs, NGOs, and private sector entities. JTFs with a warfighting focus may have limited requirements for interorganizational coordination, while a JTF with a noncombatant evacuation operation or humanitarian assistance/disaster response mission will have extensive interface with agencies and other external stakeholders. Nearly all will have a multinational aspect to their missions. Mission analysis products should identify those agencies and other external stakeholders that impact the command's mission, either positively or negatively. Such impact can be based on capabilities, authorities, or political influence.

Further analysis of the JFC's mission should then determine the needs of each staff functional area to conduct coordination with agencies and other external stakeholders, as well as to have situational awareness of the activities and to understand the perspectives and interests of the appropriate external stakeholders.

The JFC should vertically synchronize its interorganizational coordination actions with those of its higher headquarters and its subordinates. The JFC should define appropriate interorganizational coordination roles, responsibilities, and authorities between its level and that of its subordinates, as well as set the conditions for success at the subordinates' level.

Similarly, the JFC should strive to synchronize its interorganizational coordination

actions with adjacent DoD commands, particularly those who are in a supported-supporting relationship with the JFC. Along with the vertical synchronization described above, it is necessary to ensure DoD is speaking with one voice and acting consistently in dealing with agencies and other external stakeholders. Both horizontal and vertical synchronization require awareness and understanding of the mechanisms with which adjacent, higher, and subordinate commands conduct interorganizational coordination.

Finally, it is critical to recognize interorganizational coordination as a staff process. As with other staff processes, it requires sufficient ownership and defined responsibilities within the staff to function properly. Interorganizational coordination often occurs at multiple points across a joint force staff. A lack of discipline in coordinating with external entities can result in inefficient and stove-piped efforts that are prone to gaps and duplication of effort. Continuous internal synchronization of the external coordination effort is necessary to ensure the joint force headquarters sends an accurate and consistent message to other organizations, that information gained from this effort is internally shared, and the perspectives and equities of external stakeholders are brought into the planning, assessment, and decision-making process.

JFCs should manage their own expectations on external stakeholder processes, procedures, and structures. As previously discussed, each of these entities will have its own culture and means of doing business. Commanders cannot assume the interorganizational partner's decision cycle will move at the same rate as theirs, but they must anticipate when and how to best engage and synchronize actions. The JFC's staff must anticipate the partners' needs and be able to lean forward, particularly in operations where a rapid response is critical. Again, the use and inclusion of LNOs will be important to support

this process.

As the U.S. transitions from military-led and focused operations, as discussed in the Capstone Concept for Joint Operations, it becomes vitally important that commanders consider the decision cycles of other mission partners and external stakeholders. The commander's decision cycle will not always be the driving cog in the machine. This is notably true for DSCA operations, where DoD is in

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a supporting role. It is important to note the differences in the synchronization (or timing) of events and how they do not necessarily conform to one another, thus creating a potential source of friction in staff processes. Armed with this knowledge, JFCs and staffs can create a battle rhythm that aligns these processes and enhances interorganizational coordination. Observer/trainers have identified the following insights and best practices for coordinating decision cycles:

- Continuous communication and coordination during assessment, planning, directing, and monitoring actions enables better understanding of the operational environment and takes advantage of the complementary capabilities of different agencies. Coordination during planning results in feasible, executable, and better-integrated plans.
- JFC's involvement in a partner's planning

efforts can enhance their operations and vice versa.

- Develop and agree to an interorganizational operating rhythm that establishes the timing, location, purpose, and participants for routine meetings for coordination and collaboration.
- Include stakeholders in physical and virtual collaboration. Achieving some degree of information sharing must be a focus area for the commander and staff going into an operation. They must determine the right networks (from the standpoint of classification) and ensure all the stakeholders agree on common tools and software.
- Because interorganizational organizations are staffed at much lower numbers, they cannot support the level of boards, bureaus, centers, cells, and working groups found at the joint force level.
- Ensure information is effectively shared and allow them to prioritize their time.
- Identify or develop any required memorandums of agreement to support interagency coordination, command relationships, personnel exchanges, and other important processes.
- Write for release (within mission parameters) for interorganizational and external stakeholders and incorporate robust disclosure policies and procedures.
- Other agencies and entities have their own libraries of acronyms; learn theirs and translate yours.
- Establish (or if possible use existing and accepted) information sharing and collaboration protocols to work with interorganizational players and other external stakeholders.<sup>12</sup> Allow for an interactive and dynamic interface to enable collaboration between the joint headquarters and the interorganizational players.

Determine information sharing means in terms of the network, web portals, and e-mail to allow for inclusion of your interorganizational stakeholders. Ensure all parties maintain shared situational awareness and have access to all relevant information. There are numerous push and pull means to share information—the appropriate method is dictated by type of information and its urgency.

Assign responsibility for interagency and interorganizational coordination to a principal staff director. Use staff integration elements, such as working groups and cells, to ensure continuous horizontal synchronization of coordination with external organizations.

## **Conclusion**

In order to promote effective interorganizational coordination, JFCs must actively seek to horizontally integrate with potential mission partners and other external stakeholders as part of an overarching comprehensive approach. By promoting and facilitating inclusion, starting with the planning process, JFCs enable a better understanding of the situation through the aggregation of multiple perspectives in framing the problem and way ahead and setting the conditions necessary for the successful transition of roles and responsibilities to other mission partners. Understanding the different cultures, processes, capabilities, capacities, and authorities that potential partners

bring to a mission should inform the creation and/or modification of internal staff process in order to facilitate inclusion and bridge any perceived gaps that prevent the realization of unified action. In so doing, JFCs will ensure success and achieve national, theater-strategic, and operational objectives. **IAJ**

## NOTES

- 1 General Martin Dempsey, Chairman of the Joint Chiefs of Staff, “Mission Command Paper,” April 3, 2012. The principles of mission command articulated in the paper include understanding, intent, and trust.
- 2 “Capstone Concept for Joint Operations: Joint Force 2020,” Joint Chiefs of Staff, Washington, September 10, 2012.
- 3 Joint Publication 3-08, *Interorganizational Coordination During Joint Operations*, Joint Chiefs of Staff, Washington, June 24, 2011.
- 4 Leon E. Panetta, “Strategy for Homeland Defense and Defense Support of Civil Authorities,” Department of Defense, Washington, February 2013.
- 5 “Joint Field Office Activation and Operations: Interagency Integrated Standard Operating Procedure,” Department of Homeland Security, interim approval, April 2006, <[http://www.fema.gov/pdf/emergency/nims/jfo\\_sop.pdf](http://www.fema.gov/pdf/emergency/nims/jfo_sop.pdf)>, accessed on May 29, 2014, p. iii.
- 6 Designated by the DHS Secretary.
- 7 The DCO is normally an O6.
- 8 “National Response Framework,” Department of Homeland Security, Washington, January 2008, <<http://www.fema.gov/pdf/emergency/nfr/nrf-core.pdf>>, accessed on May 29, 2014.
- 9 The source for much of this doctrinal information is Joint Pub 3-08, *Interorganizational Coordination During Joint Operations*, Joint Chiefs of Staff, Washington, June 24, 2011.
- 10 “Security Cooperation Organizations in the Country Team: Options for Success,” RAND, Arlington, VA, 2010, <[http://www.rand.org/content/dam/rand/pubs/technical\\_reports/2010/RAND\\_TR734.pdf](http://www.rand.org/content/dam/rand/pubs/technical_reports/2010/RAND_TR734.pdf)>, accessed on May 29, 2014.
- 11 Department of Defense Directive 5105.75, “Department of Defense Operations at U.S. Embassies,” Department of Defense, Washington, December 21, 2007.
- 12 Some of these are APAN-info.net, Acbar.org, Harmonieweb.org, Interaction.org, Globalaction.net, and Reliefweb.org. Be cautious about introducing new means as the interagency, IGO, and NGO communities may already have an established means to collaborate and share information.