

Ripples in the Pond

CGSOC Interagency Education

by Russell B. Crumrine, Jr.

When the U.S. undertakes military operations, the Armed Forces of the United States are only one component of a national-level effort involving all instruments of national power. Instilling unity of effort at the national level is necessarily a cooperative endeavor involving a number of USG [U.S. government] departments and agencies.¹

Interagency coordination and cooperation efforts between the U.S. military and other U.S. government agencies have increased over the past ten years of operations in Afghanistan and Iraq. Besides operations in Iraq and Afghanistan, interagency coordination related to steady-state shaping activities and programs occurs daily within geographic combatant command (CCMD) headquarters and between those headquarters and U.S. diplomatic missions within the same areas of responsibility. Joint doctrine emphasizes this interagency unity of effort.

But unity of effort is not just important at the national level where National Security Council (NSC) structure, processes, and programs, such as “promote cooperation,” exemplify efforts to foster interagency coordination and cooperation. Interagency unity of effort is important at the operational and tactical levels of military operations as well. This importance will not diminish as current military operations wind down. The partnering of the U.S. military with other government agencies is a central tenet of future joint operations. The central concept of the “Capstone Concept for Joint Operations: Joint Force 2020” is globally integrated operations. A key element of globally integrated operations is the necessity of partnering.

Fourth, *globally integrated operations place a premium on partnering*. This allows expertise and resources existing outside the U.S. military to be better integrated in a variety of operational contexts. The complex security challenges of the future almost invariably will require more than the military instrument of national power. Joint Forces must be able to integrate effectively with U.S. governmental agencies...²

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Other U.S. government agencies also recognize the importance of a whole-of-government approach in promoting and protecting U.S. interests and security. In 2010, the Department of State (State) and the U.S. Agency for International Development (USAID) published the first ever “Quadrennial Diplomacy and Development Review” (QDDR). The QDDR noted the importance for State and USAID to work in conjunction with the Department of Defense (DoD) and other agencies to more effectively utilize America’s power in whole-of-government efforts.³

The development and deployment of provincial reconstruction teams in Iraq and Afghanistan and the creation of a Joint Interagency Coordination Group or J9 at geographic CCMDs exemplify interagency coordination and cooperation efforts over the past ten years. But while these are positive steps, interagency challenges remain for the U.S. military. In its report on enduring lessons from the past decade of military operations, the Joint and Coalition Operations Analysis Division of the Joint Staff/J7 identified interagency coordination as an area that required more effort. The report stated: “In the wide range of operations conducted over the past decade, interagency coordination was uneven due to inconsistent participation in planning, training, and operations; policy gaps; and differences in organizational culture.”⁴ To improve the unevenness, the report recommended improving interagency participation in military training and education.

As military operations scale down, it is likely there will also be a concomitant decrease in the extent of daily or regular interaction among members of the U.S. military and of other government agencies; therefore, interagency exposure and participation in professional military education becomes even more important. This article will highlight some of the programs and actions undertaken

by the U.S. Army Command and General Staff College (CGSC) to tackle this challenge by increasing interagency participation and interagency topics in its Command and General Staff Officer Course (CGSOC) curriculum.

Currently three agencies (State, the Central Intelligence Agency [CIA], and the National Geospatial-Intelligence Agency) have representatives serving as CGSC faculty. Integrated into CGSC, the interagency faculty conducts a variety of activities that increase student and faculty knowledge about other U.S. government agencies’ roles, capabilities, and cultures.

Interagency faculty develop and deliver elective courses; assist other faculty, where appropriate, with development and revision of lessons; and participate as interagency role-players and mentors in practical exercises and as guest speakers in large and small groups. For

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students pursuing a Master of Military Art and Science degree or a master’s degree from another institution, interagency faculty members often serve on thesis committees and support students’ research efforts by providing reach-back support to their parent agencies. Through regular contact with students and faculty, the interagency faculty enhances the educational experience by providing interagency perspectives and whole-of-government approaches in conjunction with military operations. An on-going CGSC objective is to add additional interagency

faculty representatives from other agencies, such as the USAID, Department Homeland Security (DHS), and Department of Justice.

During the past four academic years, interagency-related topics, especially relevant to State and the diplomatic and economic instruments of national power were an integral part of the guest speaker program. Numerous serving and retired ambassadors as well as CGSC's interagency faculty spoke on topics such as reconstruction and stabilization challenges; State and DoD interdepartmental challenges; interagency operations overseas

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(diplomatic missions); roles and responsibilities of State's Coordinator for Reconstruction and Stabilization; diplomacy, ambiguity, and global remedies; State's mission and ambassador responsibilities; the "Quadrennial Diplomacy and Development Review"; and the new Bureau for Conflict Stabilization Operations.

The short-term exposure to interagency resident faculty and guest speakers is a valuable contribution to increasing the students' understanding of interagency cooperation and coordination; however, long-term exposure and daily interaction with fellow students from other U.S. government agencies cannot be understated. During the past few years, CGSC leadership has reached out to a number of DoD and other government agencies to encourage them to send individuals to CGSOC. Having interagency students complete CGSOC alongside their military partners benefits both parties.

Regular interaction in the classroom with interagency students facilitates opportunities for the military students to achieve a deeper understanding of the cultures, perspectives, and capabilities of other U.S. government agencies. In their 1998 paper, Lieutenant Colonel Rickey L. Rife and Foreign Service Officer Rosemary Hansen coined the oft-quoted phrase: "DoD is from Mars and State is from Venus." They contend "a 'marriage of necessity and convenience' between two temperamental cultures [Defense and State] is slowly evolving; a relationship based on trust and respect; but with each still wary of the other. To achieve foreign policy goals both must clearly recognize, acknowledge, and respect the differences of the other."⁵

Interagency students who participate in the ten-month resident course gain a deeper understanding of military culture and the perspectives of their military counterparts. In addition, they are exposed to joint and Army doctrine and processes. Through classroom discussions and exercises, interagency students have opportunities to apply military doctrine and utilize the joint operational planning process and the Army's military decision-making process. This mutual understanding and appreciation should lay the foundation for smoother and more effective cooperation and coordination in future assignments and endeavors. The professional and personal relationships formed between the military and interagency students also expand networking opportunities that may be helpful in the future.

From 2010 to 2013, an average of 15 interagency students attended the resident course each year. State has sent the largest number of students, mostly foreign service officers and diplomatic security officers. Other departments and agencies represented include the DHS, Customs and Border Patrol, Department of Justice, Federal Bureau of Investigation (FBI), U.S. Marshal's Service,

Veterans Administration, Office of the Director of National Intelligence, Defense Intelligence Agency, Defense Threat Reduction Agency, and National Geospatial-Intelligence Agency. It is worth noting that other interagency students have also attended the CGSOC at satellite campuses.

CGSC continues efforts to increase the overall number of interagency students attending CGSOC as well as the U.S. government agencies represented. This remains a challenging endeavor for a number of reasons. First, unlike DoD, most other government agencies have limited personnel, and they potentially have to gap billets for ten months to send an individual to the course. Second, successful completion of the CGSOC is not always seen to benefit the participants or enhance their career progression and promotions within their agencies. Third, there is the ever-present challenge of funding and resources to support professional education and development opportunities.

Besides increasing interagency representation, CGSC is increasing the interagency-related topics in the resident CGSOC core curriculum and electives. To provide students with some familiarity of the interorganizational cooperation and capabilities of some interagency and other unified action partners, the CGSOC core curriculum includes a lesson on interorganizational cooperation and capabilities. The lesson introduces students to relevant joint doctrine and specific examples of interagency coordination structures of selected geographic CCMDs. New for most military students, another key aspect addressed is the authorities and responsibilities of U.S. ambassadors and interagency processes of U.S. diplomatic missions. Finally, the fundamental roles, responsibilities, and capabilities of selected U.S. government agencies, intergovernmental organizations, and non-governmental organizations are discussed. Particular emphasis is given to State and

USAID, which are the two agencies the U.S. military works most closely with at many levels on a daily basis.

A number of electives focus on interagency-related topics, and for the students who decide to complete them, they provide an expanded interagency education. Senior representatives of a number of agencies participate as guest speakers, either in person or via video teleconference. Among the more popular interagency elective offerings are ones that discuss diplomacy, national security policy making, and the CIA.

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Analyzing and evaluating how the U.S. uses the diplomatic instrument of national power is the overarching focus of the elective course on diplomacy. Students study how the U.S. government is organized to conduct diplomacy and the tools it uses. The course emphasizes the central relationship between the diplomatic and military instruments of national power and how military personnel and diplomatic personnel interact and work together in executing U.S. foreign policy.

The elective course on national security policy making provides an opportunity to study the concepts, organizations, and processes for developing and executing national security policy and examines strategy making within the executive branch of the government. The intent of this course is to guide students to a more in-depth understanding of interagency principles,

relationships, and interactions among agencies.

Students with the requisite security clearance and interest may enroll in a course that increases their understanding of the missions, resources, authorities, capabilities, and limitations of the CIA. The course also introduces students to the organization and structure of the national intelligence community and emphasizes the three CIA missions—strategic human intelligence collection, all-source analysis, and covert action. Case studies illustrate key aspects of CIA operations and, more importantly, the contribution and effect of strategic intelligence on national security policy formulation.

Students may also choose to focus their elective studies..A popular interagency-related focus program is the Homeland Security Studies Program. Students first complete a homeland security course that introduces them to aspects of homeland security including strategies, key U.S. government agencies, legal authorities, and roles and responsibilities of DoD and military services in supporting other government agencies. Students are also required to complete at least two other homeland security-related elective courses that focus on topics such as homeland security planning, domestic terrorism, and legal aspects of homeland security. Students also have the option to complete additional requirements for Defense Support to Civil Authorities Phase II Certification. Students become familiar with the DHS's Immigration and Customs Enforcement, Federal Emergency Management Agency, U.S. Coast Guard, Customs and Border Patrol, FBI, and Defense Threat Reduction Agency.

Besides courses developed by CGSC faculty, CGSOC seeks to include courses developed by other U.S. government agencies either for their personnel or personnel of other agencies. The intent is to have an agency representative present a course to CGSOC students at Fort Leavenworth. For example, USAID's Office of U.S. Foreign Disaster Assistance (OFDA) Joint Humanitarian Operations Course (JHOC) informs military personnel how the U.S. government responds to international disasters, including USAID and OFDA roles, authorities, capabilities, and coordination procedures for disaster assistance, as well as how DoD and the military may support disaster assistance operations.

The first JHOC was presented to CGSOC students and faculty in April 2013. Both students and faculty commented on the course's value in better understanding USAID capabilities and operations, and how they will be able to improve military cooperation and coordination with USAID in future operations. To meet curriculum standards for elective courses, upon completion of the JHOC, students also conduct a challenging scenario-based practical exercise. The students applied the information gained from the JHOC in planning military support to an OFD-led disaster response.

Coordination, cooperation, and collaboration between the U.S. military and U.S. government agencies are critical to success in future actions across the spectrum of conflict and range of military operations to protect and promote U.S security and interests. Expansion of interagency participation in professional military education is imperative to continuing to improve interagency efforts. Current CGSC actions to build interagency collaboration, understanding, and relationships in the CGSOC classrooms can lay the foundation for this future success. Metaphorically, this is dropping the interagency stone into the CGSOC pond, and the educational ripples spread throughout the Army and other military services.

Current limitations in funding and personnel may constrain future interagency-related educational endeavors. But efforts to increase the size of the interagency stone in the military professional education pond to expand the educational ripple effect should remain an imperative for the U.S. military and U.S. government agencies. These efforts are key to overcoming the unevenness of past interagency coordination and executing more effective whole-of-government approaches to future challenges. **IAJ**

Notes

- 1 Joint Publication 1, *Doctrine for the Armed Forces of the United States*, Joint Chiefs of Staff, United States Department of Defense, March 25, 2013, p. II-2.
- 2 “Capstone Concept for Joint Operations: Joint Force 2020,” Chairman, Joint Chiefs of Staff, United States Department of Defense, September 10, 2012, p. 6.
- 3 “The First Quadrennial Diplomacy and Development Review: Leading through Civilian Power,” United States Department of State, 2010, p. 201.
- 4 “Decade of War, Enduring Lessons From the Past Decade of Operations,” Vol. 1, Joint and Coalition Operational Analysis Division, Joint Staff /J7, United States Department of Defense, June 15, 2012, p. 25.
- 5 Ricky L. Rife and Rosemary Hansen, “Defense is From Mars, State is From Venus: Improving Communications and Promoting National Security,” U.S. Army War College, Carlisle Barracks, PA, May 1998, p. 2.