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**Building Interagency Partnerships Curriculum
Instructor's Guide**

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**U.S. Army Research Institute
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AN INSTRUCTOR'S GUIDE FOR THE BUILDING INTERAGENCY PARTNERSHIPS CURRICULUM

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An Instructor's Guide for the *Building Interagency Partnerships* Curriculum

Welcome to the course on *Building Interagency Partnerships*. This course was developed for military *and* civilian personnel from different organizations engaged in interagency efforts. The curriculum will help those individuals develop their organizational boundary-spanning and interagency collaboration skills. The curriculum is meant not only to inform military and civilian personnel about how to work more effectively as interagency counterparts, but also to promote critical thinking skills, group discussion, and class participation while engaging in the topic of interagency work.

The curriculum is both a *video- and discussion-based* curriculum. Depending on the time available, short or long-group discussions can be held about the topics addressed. The purpose of the curriculum is to help close the gap between what the students already know and what they need to learn about interagency coordination, collaboration, and the underlying behaviors necessary to enhance those skills in a variety of contexts.

We hope this course and associated instructor's guide is an interesting and challenging experience as you prepare our men and women for their duties both at home and overseas.



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Overview of Behaviors Taught in the *Building Interagency Partnerships* Curriculum

There are four behavioral domains being taught in the curriculum as a means of improving interpersonal interactions in interagency collaboration efforts. The domains include:

- Relationship Building.
- Perspective-taking.
- Unity of Purpose and Effort.
- Effective Interagency Work.

These domains were identified from an extensive review of the military and academic literature and 49 interviews with military, State Department, USAID, United Nations, and non-governmental organization personnel (Roan, Metcalf, Yager, Strong, & Hahn, in preparation). The research sought to identify the principal positive and negative behaviors that U.S. government personnel employ when engaged in interagency coordination efforts. The research explored why those behaviors were significant, how the behaviors affected interagency collaboration, and identified strategies and training for enforcing positive behaviors and offsetting negative behaviors. To accomplish the research objectives the research team performed a literature review, iterative interviews, and observed two large-scale interagency exercises. Discussion of the behavioral domains and their underlying behaviors form the core of the *Building Interagency Partnerships* curriculum.

Summaries of the behavioral domains along with their identified underlying behaviors are provided next. The four behavioral summaries are:

- Based upon the literature and interview findings of Roan et al., (in preparation).
- Described first to provide an introduction to the content of the curriculum.
 - Appendix A includes the references that are included in the behavioral summaries.
 - Appendix B is a glossary of terms that may be useful as one reads through the summaries depending on their knowledge and experience in interagency efforts.
- Handouts which could be provided to students as an instructor goes through each module, if desired, to aid in the group discussions (or they could be provided afterwards as a check on learning).

Relationship-building. Interagency success is strongly correlated with positive relationships and interpersonal behaviors among agency partners (Williams, 2002; Wishart, 2008). Relationship building behaviors include attitudes and activities that reflect cooperation and openness. Trust and respect, collaboration, and collegiality also make up this domain. A welcoming environment that is based on equality with a group-process orientation is the hallmark of relationship building in interagency environments (Miller & Miller, 2012).

Relationship-building is demonstrated by the following behaviors in interagency settings:

- Respectful verbal and paraverbal communication.
 - E.g., does not use agency jargon unless it is explained.
 - E.g., tone, loudness, pace of speech are respectful and appealing.
- Respectful nonverbal behavior and appropriate facial expressions or gestures.
 - E.g., maintains appropriate eye contact.
- Actively listens and is attentive.
 - E.g., does not check phone or has side conversations unless during breaks.
 - E.g., leans forward in chair.
- Humility – i.e., acknowledges not knowing all the answers and/or to making mistakes, and apologizes if relevant.
 - E.g., provides a self-introduction and seeks to learn about others.
 - E.g., demonstrates curiosity about others and their agencies.
- Is successful in negotiation.
 - E.g., able to reach consensus concerning conflict and disagreement.
- Respectful of the contributions of other team members.
- Respectful of differences, is careful about the use of stereotypes.
 - E.g., “leans in” (i.e., is inclined towards another person, cause, or entity) to create an interagency group culture.

Perspective-taking. The willingness to seek out the thoughts and feelings of others, to confirm that one's understanding of their perspective is accurate, and to be respectful of other's viewpoints is noted repeatedly as crucial to effective interagency collaboration (Yarger, 2010). Engaging in perspective taking does not mean, however, that one has to agree with the viewpoints of the other person, but rather perspective taking means trying to understand the other person's perspectives and why those perspectives may exist (Roan, Strong, Foss, Yager, Gelhbach, & Metcalf, 2009). Understanding partners – and this includes understanding the agency in which those partners work and the cultural contexts in which those agencies operate (Parks, 2012) – facilitates being able to compromise and make plans that reflect the best efforts of a diverse team, not just of one agency. Team members should work to broaden their understanding and perspectives to include the viewpoints, cultures, and experiences of interagency partners who are different from them (Salmoni, Hart, McPherson, & Winn, 2010). In this way perspective taking has been shown to help overcome stereotyping of outgroups (Richardson, Green & Lago, 1998).

Perspective-taking is demonstrated by the following behaviors in interagency settings:

- Inquires about the views of others, and then reflects back their understanding or asks for clarification, and can compromise where relevant.
- Is curious and willing to learn about individuals and their organizations.
- Is interested in learning how others think and feel.
- Is open-minded and has a flexible attitude.
- Is able to communicate one's own perspective and acknowledges differences in perspectives between self and other.

Unity of purpose and effort. Achieving unity of purpose and effort is the essence of successful interagency missions (U.S. Department of the Army, FM 3-07, 2008). Unity of purpose is a shared sense of goals or overall purpose; it does not mean necessarily there is a common goal, as agencies' mandates and values may differ, but it does mean agency partners' efforts should work in parallel toward a common purpose (Miller & Miller, 2012). The purpose may be broad and complex, as in a humanitarian emergency with many sets of competing needs. Unity of purpose makes unity of effort possible. Unity of effort is when there is coordination and/or collaboration among agencies on actual mission tasks. Roles may be assigned based on capacity and willingness to perform given tasks. Ideally, unity of effort leads to a synergistic effect so there is little duplication of effort, waste, and harm to mission goals (Yodsampa, 2011). By addressing underlying interests, better agreements, buy-in and compliance are more likely (Yodasampa, 2011).

Unity of Purpose and Effort is demonstrated by the following behaviors in interagency settings:

- Shares information/data with the group that creates a shared perspective on the problem, also known as a “common operating picture.”
- Actively collaborates with others.
- Supports the designated leader and supports the leadership effort through facilitative leadership behaviors.
 - E.g., encourages participation by all interagency members, encourages teammates.
- Leverages differences between agencies (e.g., their work processes; planning and outreach capabilities) as strengths to use in the interagency setting.

Effective interagency work processes. Differences in organizational culture - including staffing, hierarchy, mandates, values, and decision-making - have historically made it difficult for agencies to coordinate and work together effectively (Yarger, 2008). However, developing unity of purpose and effort within interagency efforts can benefit from making the best use of work processes including mission **planning, execution, and monitoring and evaluation**. These work processes and their underlying behaviors can occur regardless of the type of interagency effort or collaboration though the actors and the way in which the behaviors are enacted may vary depending on the type of interagency effort (e.g., a quick response humanitarian relief effort vs. a long-sustainment engagement with a host-nation).

Behaviors associated with interagency mission **planning** include (by way of cooperative negotiation): identifying objectives and creating task lists; clarifying roles and responsibilities; creating timelines, milestones and evaluation criteria; and making sustainable local capacity-building a central goal, where possible (Miller & Miller, 2012).

Behaviors associated with the **execution** of interagency work include **reviewing, agreeing, and exchanging information** among partners. Specifically agency partners should review their plan; check for buy-in, unease, ambivalence, and unmet needs; consider alternatives and revise as necessary; come to agreements; empower actors to take on their roles; commit to the plan's action; exchange all needed information, including contact information; and circulate meeting notes for corrections and schedule upcoming meetings (Miller & Miller, 2012).

Lastly, behaviors associated with **monitoring and evaluating** the interagency work processes involves an **iterative evaluation** of the plan and environment. Here partners should regularly evaluate and check for outcomes of collaboration; create new plans, and revise ongoing plans, processes, and goals as needed; and have an exit strategy (Hutchins, Zhao, & Kendall, 2011).

Furthermore, a good interagency team player has been found to be: inclusive; a morale-booster; equity-oriented; willing to share power and leadership functions; has effective negotiation and conflict resolution skills; tolerates conflict; and is able to consider alternatives (Miller & Miller, 2012; Thomson, Adams, Hall, & Flear, 2005; Thomson, Hall, & Adams, 2009).

Effective Interagency Work Processes are demonstrated by the following behaviors in interagency settings:

- Engages in **planning, reviewing, and evaluating** work behaviors.
- Engages in cooperative negotiation abilities.
- Engages in effective conflict or disagreement-resolution strategies.
- Engages in boundary-spanning behaviors.
 - E.g., Buffering, Reflecting, Connecting, Mobilizing, Weaving, and Transforming Practices (see Appendix C for definitions of each boundary-spanning behavior).
- Is inclusive.
 - E.g., in communication, attitude, and with stakeholders.
- Contributes to the work process.
 - E.g., creates timelines, agrees on tasks/roles, and time permitting, considers monitoring and evaluation work processes (e.g., how to measure whether objectives become actual outcomes/results).
- Shares his/her organization's (and own) "value added", contributes to group.
- Aids in maintaining an appropriate work pace – i.e., doesn't rush everyone, ensures agency partners don't go off topic.
- Is able to share control.
 - E.g., demonstrates facilitative leadership.
- Is able to compromise and/or amend perspective (where appropriate).
- Is able to consider long-term issues regarding sustainment and evaluation.

Overview of Curriculum Format

The *Building Interagency Partnerships* curriculum consists of:

- Instructor-led components (e.g., activities and discussion group questions included within this Instructor's Guide which are to be led by the instructor).
- A series of short videos that are comprised of a narrator and three subject matter experts (SMEs; Appendix D contains the biographical information for the three SMEs).
- Discussion and interactive activities to elicit reflection and skill-building.
- True stories from the field extracted from interagency personnel.
- Video clips of an interagency role play to illustrate behaviors that are either beneficial or not beneficial to effective interagency work.

The curriculum is structured in a modular format that includes three core modules which include:

- Module 1: Relationship Building.
- Module 2: Unity of Purpose and Effort.
- Module 3: Effective Interagency Work.

There are two supplemental modules which include:

- Module 4: Introduction to Military Organizations.
- Module 5: Introduction to Civilian Organizations.

It is recommended that students complete the modules in the listed order (1-5), however Modules 4 and 5 can be presented individually or together as a unit. The embedded short videos consisting of the narrator and SMEs are designed to be watched from start to finish, with discussion/activities to be completed before or after watching the videos. If you watch only the videos and complete a few of the discussion questions and activities, the core part of the training (Modules 1-3) can be completed in three hours (e.g., an hour per module). However for maximum effectiveness, instructors are recommended to choose additional discussion questions and activities, including the critical incidents, lessons from the field, and scenario excerpts in the Practice Section.

The Practice Section contains supplemental learning material to be used for review or additional practice. The Practice Section materials include additional video clips from the curriculum of the Narrator and Subject Matter Experts, as well as additional stories from the field. There are also excerpts from an interagency role play, which may provide additional stimulus for group discussions. Discussion questions follow each practice clip, and you can either include them or present your own questions. The material within the Practice Section is organized by Module and Lesson for easy reference to the curriculum topics.

Appendix E contains an interagency scenario which was created for this project. The interagency scenario is a civilian and military role-play featuring personnel who are to address the needs of refugees who have fled in response to ethnic persecution in the context of a civil war in the fictional small Eastern European country of "Moldabar." Appendix F contains the information brief for each role player within the scenario. Video clips from this scenario are included to demonstrate effective as well as ineffective interagency behaviors. The excerpts illustrate both beneficial and detrimental behaviors, so the students will have a chance to observe, evaluate, and discuss how their video counterparts are performing. The students will likely be interested in seeing others engaged in interagency meetings and problem-solving, so showing these videos will build their propensity to reflect on what they have just learned and be enthusiastic about continuing the training. Identifying individual behaviors in these clips is very difficult in one viewing so you should show the clip once, discuss briefly, and then show again highlighting specific behaviors in the second discussion. Also note that you may want to run the scenario exercise in your class for further practice. See Module 3, Lesson 4 for further information and direction on the roleplay.

What You Will Need to Teach the Class

1. A computer with a disc drive installed with Windows Media Player (or PowerDVD) software, a sound system, a projector, and a large projection screen. Good video projection and good quality sound are crucial to the effectiveness of this curriculum. This curriculum is video-based, and requires a computer capable of playing video files over a projection system. Generally, the same projection system that works for PowerPoint presentations will work with the video files. High-quality, plug-in "book shelf" speakers can be used, but an integrated, higher quality sound system is optimal. In pilot/demonstration sessions of the curriculum, an average quality laptop, PC, or Mac, wired into a projection and sound system with a VGA cable worked well.
2. Two DVDs: (1) this Instructor's Guide and (2) the *Teaching Materials* DVD which includes the *Building Interagency Partnerships* curriculum.
3. Tips for viewing the *Teaching Materials* DVD.

You will most likely receive the Teaching Materials on a DVD. The DVD was created with an automatic play feature, so the film should automatically open after being placed in to your DVD-ROM drive. The default video player used by your personal computer should now be able to open and play the video. Windows Media Player is recommended, but other media players, such as Power DVD, can be used.

If, after inserting the DVD into the DVD-ROM drive, the film does not start automatically, complete the following steps:

- Click on "START"
- Click on "My Computer" and either
- Double-click the DVD icon under "Devices with Removable Storage"
- OR
- Right-click DVD icon and select Play
 - You may have the option of selecting which video playing software is used to play the video. If you wish to use something other than your computer's default program, select "Play with ____" after you Right-click the DVD icon.

Due to the length of some of the videos, you may want to disengage your screensaver or set your screensaver to appear only after a long period of inactivity (e.g., 20 minutes or more). Otherwise, the screensaver may appear and interrupt your viewing the videos. To change the delay on your screensaver, complete the following steps:

- Click on "START" and then on "CONTROL PANEL"
- Click on "Appearance and Themes" and then on "Choose a screensaver."
- Change the "Wait" time to 20 minutes or more.

4. Handouts for the students. Possible handouts include the behavioral descriptions which could be provided to students at the beginning of their associated module as well as any activities and handouts in the Appendices for that module.

5. A white board or Butcher's paper for recording class discussions and ideas.

6. A typical sequence of events to help prepare for each class session might include the following steps.

- ***Before the students arrive:***

- Read the lesson overview and review any necessary terms in the glossary (Appendix B).
- Prepare a short propensity-building introduction for the module's material by:
 - Discussing the relevancy of the module.
 - Clarifying how the module objectives fit into the context of interagency collaboration or adapting what is suggested in the Instructor's Guide based on your own experience.
- Select discussion questions and activities that are best suited for the students given their backgrounds and any time constraints.

- ***After the students arrive:***

- Provide the propensity building introduction for the students.
 - E.g., discuss the relevance of the module and clarify how the module objectives fit into the context of interagency collaboration.
- Share your experience(s) if they relate to the module objectives.
- Discuss the students' experiences if they relate to the modules objectives.
- Show the accompanying video(s) for the module.
- Pose the discussion questions and conduct any activities that were chosen to reinforce the knowledge and behaviors discussed in the video.
 - Remember to be open to relevant questions and discussions posed by the students.
- If time permits, material can be added from the Practice Section or those clips can be saved for a review later in the course.

Guidance for Teaching the *Building Interagency Partnerships Curriculum*

This Instructor's Guide contains discussion questions and short activities that can be used to promote group discussion. When leading the discussion try to:

- Find meaningful links and connections between participant responses.
- Give brief, thoughtful feedback.
- Encourage input from quieter group members.

Strategies to promote classroom participation. How you conduct the classroom discussions will be impacted by the size and nature of your group (i.e., their experiences and existing knowledge). Variety in discussion modalities is often welcome, so you may want to experiment with some of the strategies outlined below.

Pair shares. Have the students turn to the person next to them to discuss what they learned in a video or their ideas about strategies to deal with a certain type of situation. The students should share with each other for a certain amount of time (e.g., 2-5 minutes) and then share their ideas with the entire group. This method is ideal for the very beginning of a class when the students are hesitant to speak up. You may want to choose pair share exercises in order to get the students to feel comfortable talking among themselves. This way, you have a greater chance of participation when the students are asked to speak in front of the entire class. Further, if you are discussing a controversial topic, you might want to use a pair share type exercise to help people feel more at ease.

Small group discussion. Have the students get in groups of three or four and brainstorm the answer to a question or learning task, and then share their ideas with the larger group. Small group discussions take more time, but often lead to better and more critical discussions during large group sharing time. It is good to walk around and listen in on small group discussions to check if the students are on-task or if they have any questions about the activity.

Large group discussion. This can be an effective strategy for encouraging participation by the students, particularly if the group tends to be outspoken and willing to bounce ideas off of each other. Several group discussion questions are included in this manual - a few for each topic in the curriculum. You may pick and choose the questions that seem most relevant to your group, or create questions of your own.

"Popcorn" large group sharing. This is a more informal and slightly different way to encourage participation from the group. The goal here is to gather many short answers from the students in a small amount of time. Rather than asking the students for lengthy comments or opinions, you are asking them to sum up their learning very succinctly. Popcorn sharing sessions are useful when you are finishing up a topic or module. Instead of you, the instructor, giving a summary, you are involving the students in their own learning by asking them to do the summing up.

When using this method, you may want to ask a question of the class and then give them one minute to write their answer. When time is up, ask for volunteers to share short answers. If no hands are raised, point to a student who looks like they might want to share and ask them to

read their one-word or one-sentence answer. Then point to another student, and another, until you have taken four or five quick shares (or more, if time and the class is engaged.) Again, try to include a diversity of the students, and try not to put the quieter students on the spot. However, the less vocal students may be more comfortable with these short shares, so you may want to tactfully call on them (for example, "Would you like to share?"). If time is short, you can skip having them write their answer first.

Curriculum Materials

It is often necessary to hear new information several times before it registers in memory. However, a very experienced class may grasp the information in the video the first time. Other students may not learn by hearing information only - they must see it or do it themselves. This curriculum therefore uses several mediums - including video, interactive exercises, small and large group discussions, and participant reflection - to enhance learning. It is through mixing these mediums that most learning will occur. The videos provide the *content* for the course while the other elements help the students contextualize, reflect, and build on what they learn from the videos. In this way, both the videos and discussions enhance the learning of the material. These different material types are indicated in the instructor's guide by the following icons for easy reference when going through the material in class.

Icon	Label	Icon	Label
	Video		Activity
	Group Discussion		Practice Section

Curriculum outline. The following is an outline of the modules, lessons, and video running times to be found within the *Building Interagency Partnerships* curriculum. The ideal length of time for delivering this curriculum is three to four hours. Three hours - at least - are recommended for the core modules (1-3) and an additional hour for modules 4 and 5. Four hours is optimal for cementing the learning. If you choose to run the scenario exercise, you will need at least three extra hours. The instructor will need to decide which of the activities to conduct that best match their objectives, in addition to the knowledge base of their students and their time constraints.

	Approximate Running Time (in mins)
Module 1: Relationship Building	
Interagency work today	6:40
Agency cultures	11:45
Relationships and their consequences	10:45
Total video running times for Module 1	28:30
Module 2: Unity of Purpose and Effort	
Unity of purpose and effort	7:00
Total video running times for Module 2	7:00
Module 3: Effective Interagency Work	
Boundary-spanning	3:30
Inclusiveness	6:00
Leadership and facilitation	6:30
Effective meetings	6:15
Evaluation and sustainability	4:35
Total video running times for Module 3	26:50
Module 4: Introduction to Military Organizations	8:15
Total video running times for Module 4	8:15
Module 5: Introduction to Civilian Organizations	10:00
Total video running times for Module 5	10:00

Additional practice. The Practice Section contains supplemental critical incidents, stories from the field, and video clips from the subject matter experts in the curriculum for either additional review or practice of the concepts. Additional discussion questions can also be found embedded within the supplemental material. The content within the Practice Section corresponds to the modules and lessons found within the main curriculum to aid in comprehension of the concepts brought up during the curriculum. The practice material can be used as additional review and practice as well as to provide flexibility in teaching materials, if so wished.

Module 1: Relationship Building

- Lesson 1 Critical Incident: The Blight
 Story: Getting Past Cultural Differences
 Subject Matter Expert: Separation of Powers
- Lesson 2 Story: Learning about Others
 Story: Communicating is Crucial
- Lesson 3 Story: The Power of Language
 Subject Matter Expert: Civilian-Military Planning Differences
 Story: Got it Alone Mistake
 Scenario: Introduction, Elevator Speeches, Nonverbal Behavior

Module 2: Unity of Purpose and Effort

- Lesson 1 Story: Creating Unity of Purpose
 Scenario: Unity of Effort
 Story: Saving the Pomegranates

Module 3: Effective Interagency Work

- Lesson 1 Scenario: Satisficing vs. Boundary-spanning
- Lesson 2 Critical Incident: Failure to Verify
 Scenario: Inclusiveness at Meetings and of Persons not Present
 Story: Good Intentions are Not Enough
- Lesson 3 Scenario: Facilitation by Designated Leaders and Informal Leaders
- Lesson 4 Scenario: Perspective-taking, Effective Meetings, Consulting/Planning
- Lesson 5 Subject Matter Expert: Time Horizon and Planning
 Scenario: Long-term Thinking

Module 4: Introduction to Military Organizations

- Lesson 1 Narrator: Civilian and Military Roles
 Subject Matter Expert: International Guidelines on the Role of the Military
 Subject Matter Expert: Appropriate Military Roles in Development and Humanitarian Contexts

NOTE: Approximate Running Times for Videos (in minutes)
Clips vary in length but Average 1-3 minutes.

Curriculum Introduction

Instructor's Note: This introduction provides information regarding the relevance of interagency collaboration in current operations. The introduction also provides information on the course goal, learning objectives, and outline. It is recommended that you review the material and the content before teaching. Though the videos provide all of the key learning points, you will be more effective if you do some of your own background reading. Appendix A contains a list of relevant references and resources including additional resources which lay the groundwork for the discussions/activities. Appendix B contains a glossary of terms which may benefit the students to have during the videos and classroom discussion.

Instructor's Note: Instructor greetings and propensity speeches have been provided in the Instructor's Guide for your use or modification.

BUILDING PROPENSITY FOR THE CURRICULUM

Welcome! Today we'll be talking about how best to facilitate interagency coordination and collaboration when working in host countries or in the United States. In this curriculum, we will focus on:

- The nature of and need for interagency work.
- How to understand the nature and contexts of organizations and the people who work within them.
- Ways to identify the goals, values, interests, and agency cultures of your counterparts.
- Strategies to participate in facilitative leadership.
- Strategies to develop strong relationships with your counterparts.
- Strategies to co-create a common operating picture, unity of purpose, and unity of effort, where desirable.
- Strategies for creating effective interagency group processes.
- Strategies for successful boundary-spanning, which is important for effective interagency coordination and collaboration.



GROUP DISCUSSION (popcorn share)

Ask the students who have participated in an interagency effort to use key words - or phrases and adjectives - to briefly describe the experience. If you haven't, what do you expect the experience to be like? (These should be "popcorn" style short shares, with a few words from each student).

Some examples of phrases the students might say are:

- Challenging.
- Buy-in was critical.
- Different ways of looking at things.
- Rewarding when it works.

Module 1: Relationship-building

GOAL

Understand the benefits of interagency collaboration and how to work toward necessary knowledge and relationships.

Instructor's Note: It is helpful to let the students know that Module 1 is an introduction to the entire curriculum. Module 1 provides introductory information and themes for the remaining modules which focus more on *the how* of working effectively with interagency partners to create unity of purpose and effort. The curriculum is a *strategies-based* curriculum meaning it was developed to facilitate an increase in the knowledge, skills and strategies needed to work effectively with interagency partners. To accomplish this, the curriculum emphasizes key interagency effective behaviors that were identified in a review of the military and academic literature along with interviews of military, governmental, and nongovernmental practitioners (Roan et al., in preparation).

By the end of the curriculum the students will be:

- Introduced to the processes that facilitate interagency collaboration and the rationale for those processes.
- Introduced to some of the differences between military and civilian organizations, including governmental and non-governmental organizations.
- Introduced to a range of interpersonal behaviors and skills that benefit interagency work, including:
 - Relationship-building.
 - Perspective-taking, understanding individuals, organizations, and contexts.
 - Creating a common operating picture, unity of purpose and unity of effort.
 - Boundary-spanning, facilitative leadership, collaborative planning, communication and information-sharing, and monitoring and evaluation in the interagency context.

The documentary-style films included in the curriculum are based on an analysis of interviews with military personnel, U.S. government civilian practitioners, NGO personnel, academics, and other professionals in the field. See Appendix D for the biographical information on the three practitioners featured frequently in the curriculum videos.

Lesson 1: Interagency Work Today

OBJECTIVES

By the end of the lesson, the student will be:

- Introduced to the benefits of collaboration and the potential negative effects if organizations do not collaborate or use ineffective collaboration processes.
- Introduced to the diplomacy, defense, and development (3D) structure of the U.S. government and the key roles of different governmental organizations.
- Introduced to the concept of unity of effort - i.e., although collaboration among agencies is rarely mandated, it can lead to a synergy of effort where the result is greater than what one agency could accomplish singularly.

CONTEXT

Research has shown that understanding the nature of interagency work, and differences in organizational and agency culture, as well as decision making and processes among organizations, can be crucial for mission success. Interagency collaboration should be undertaken when it benefits the mission and when the assets of various agencies can be fruitfully coordinated. This video introduces the larger context of the curriculum and focuses on:

- The legal structures governing U.S. government interagency work (the 3Ds - diplomacy, defense, and development).
- How interagency collaboration differs from interagency coordination.
- Why there is role differentiation in interagency work.
- Why communication among agencies working in the same area of operation (AO) is crucial to avoiding unwanted effects or damaging the efforts of other agencies.

BUILDING PROPENSITY FOR THE VIDEO

(You can articulate a version of the following to the class): "Interagency work involves knowledge of the culture and processes of one's own agency, as well as those of agencies with which your agency is collaborating. Understanding how interagency collaboration works and when and why it is a benefit will help you make good decisions in contexts where interagency collaboration is important, such as in a humanitarian emergency. In this curriculum, you will learn about many behaviors you can use when you interact with personnel from other agencies for the benefit of your mission and the benefit of shared goals."



SHOW VIDEO

Interagency Work Today



GROUP DISCUSSION (popcorn share)

Think about a time when you were involved in work that involved another organization or people who were very different from you. Questions you can ask the students include:

- How did you learn about each other? Why did that knowledge end up mattering?
- What was hard about the mixed group effort?
- How did you come to a common understanding – or did you?
 - What worked?
 - What did not work?
- What did you learn from that effort that has helped you in similar situations since then?
- When you think of collaboration between various organizations what behaviors do you see as most essential for success?
- Do you see the need for interagency collaboration intensifying or diminishing over the next decades?



PRACTICE SECTION

If time permits, you can access supplemental video clips, discussion questions and critical incidents for review and additional practice on the disk in Module 1 – Lesson 1 including:

- Critical Incident: The Blight.
- Story: Getting Past Cultural Differences.
- Subject Matter Expert: Separation of Powers.

Lesson 2: Agency Cultures

OBJECTIVES

By the end of this lesson, the student will be:

- Introduced to the benefits of relationship building in interagency settings.
- Introduced to the idea that differences among organizations can be marshaled as strengths within an interagency setting.
- Introduced to key differences between U.S. government civilian and military organizations, including their use of language, decision making, and methods for planning.
- Introduced to why “silos” and “stovepipes” can sabotage interagency efforts if interagency partners are not willing to be flexible.
- Introduced to perspective-taking to learn how interagency partners see their roles, organizational values, and mandates as well as to develop strategies for effective perspective-taking.

CONTEXT

This video teaches how to learn about the relevant organizational contexts that must be understood by military and civilian personnel who need to work together in an interagency environment. Personnel will need to know how their partners’ personal and organizational dynamics affect their work as well as what sorts of strategies are most useful to build mutual understanding and “lean in” to collaborative work, where such work is appropriate.

BUILDING PROPENSITY FOR THE VIDEO

(You can articulate a version of the following to the class): “We’re all members of different cultures – at home and in our community and nation. We are also part of the culture of the organizations for which we work. Think about what you know about that culture and what it personally means to you. Then consider why sharing about yourself and your organization while learning about those of others can help you work more successfully with people from other backgrounds. What can you do to learn what you need to know about self and others, and what behaviors will help you make most effective use of that understanding to promote effective interactions with interagency partners?”



SHOW VIDEO
Agency Cultures



GROUP DISCUSSION (popcorn share)

What are some jargon terms you have heard and not understood or had trouble learning? What are commonly used terms that could have been used instead? How did you feel about the jargon?



GROUP DISCUSSION

Understanding Civilian and Military Differentiation of Roles

Provide a copy of Appendix G (*Guidelines for Relations Between U.S. Armed Forces and Non-Governmental Humanitarian Organizations in Hostile or Potentially Hostile Environments*) for the students. The guidelines are a two-page handout published by the U.S. Institute of Peace which “address how the U.S. military and U.S. nongovernmental organizations should behave towards each other ...” (U.S. Institute of Peace, 2007, July).

Review and discuss how people could interpret these guidelines differently. Also discuss how to implement these guidelines in an emergency.



PAIR SHAIR

Perspective-taking Activity

Interview a partner about his or her perspective on how to improve the education system in the U.S. During the interview, try to work in your own perspective on the topic. Ask questions for clarification and to bring out more information. Check for your understanding of your partner’s perspective. If time permits, identify the common ground in your perspectives.



GROUP DISCUSSION

Ask for questions/comments about the topics raised in the Agency Culture video. For example, you might ask:

- What are some examples of when you encountered vocabulary or jargon that you didn't understand or that rubbed you the wrong way?
- How might you handle it in a conversation or meeting if someone expressed a perspective with which you strongly disagreed?

Instructor's Note: You can also lead a brief class brainstorm (popcorn style), gathering effective strategies for learning about the organizational culture of another agency, as well as his or her personal relationship to the work.

GROUP DISCUSSION

Instructor's Note: You may want to tell the students they will be learning strategies for effective interagency collaboration, including meeting behavior, facilitative leadership, and boundary-spanning later in the curriculum. For a more in-depth discussion consider the following questions:

- How would you describe the culture of your own organization? What are its key values and its mandate? What are your organization's strengths and assets?
- Can you share some brief examples of encountering a "clash" of cultures when you have dealt with personnel from other agencies? How did you sort that out?
- What are effective strategies to find out:
 - The culture of another organization?
 - What strengths the organization possesses?
 - Whether your organizations can synergize well?
 - Strategies for working together effectively?
 - How you can simultaneously hold in mind your perspective and those of partners?

Instructor's Note: You may want to write these strategies down on a white board so learning can be reinforced by seeing the strategies as well as hearing them.



PRACTICE SECTION

If time permits, you can access supplemental video clips, discussion questions and critical incidents for review and additional practice on the disk in Module 1 – Lesson 2 including:

- Story: Learning about Others.
- Story: Communication is Crucial.

Lesson 3: Relationships and Their Consequences

OBJECTIVES

The student will be:

- Introduced to how stereotyping can be used to help us to make sense of the world, and how stereotyping is also very limiting, especially when applied to individuals. The students will also learn about the stereotypes of *self* and *relevant others* and how these stereotypes can confound stereotypes about themselves or their organization.
- Introduced to the idea of agency-related “elevator speeches” and how to elicit a brief “elevator speech” about another organization, and the benefits of taking the conversation to a more personal, meaningful level.
- Introduced to the use of sincere communication strategies to evaluate the potential costs and benefits of a possible collaborative relationship.
- Introduced to the challenges of collaboration and the damage that can be caused by failures to communicate with others working in the same area of operation (AO).

CONTEXT

This video teaches relationship-building and information-gathering skills to civilians and military personnel who need to get to know agency partners and assess whether collaborative work will be a benefit to their mission(s). It explains how stereotyping can affect interagency relationships, how stereotypes can be transcended, and how and why some organizations - especially some non-governmental organizations (NGOs) - do not want to work with the U.S. military. The video teaches that interagency work should be done when it is beneficial, but that even when agencies choose to work alone, those agencies should still communicate about activities that may impact the work of others.

BUILDING PROPENSITY FOR THE VIDEO

(You can articulate a version of the following to the class): “Interagency collaboration is based on relationships built on a foundation of respect and trust. This foundation requires mutual understanding and a sense of being able to rely on the other party. Stereotypes can often get in the way of relationship-building. As you watch this video, look for and take notes on behavioral choices that can help build strong relationships.”



SHOW VIDEO

Relationships and Their Consequences



PAIR SHAIR OR SMALL GROUP ACTIVITY

Elevator Speeches

Have the larger group divide up into pairs or small groups and practice developing and sharing elevator speeches. The students should also practice taking the conversation to more personally meaningful topics. What sort of common ground can they uncover? What differences of perspective arise? After a few minutes, reconvene the larger group and ask them to share their most important take away from this exercise.



PAIR ACTIVITY

Stereotypes

Ask the group to divide into small groups or pairs and then write down the stereotypes they have heard about different agencies in interagency settings. Possible questions the students can discuss include:

- What strengths do the stereotypes actually reflect?
- How can you turn stereotypes into usable assets?
- How can individuals transcend stereotyping about themselves or their organization?



GROUP DISCUSSION

Ask for questions/comments about the topics raised in the Relationships and Their Consequences video. For example, you might ask:

- What stereotypes have you heard about your agency?
- What stereotypes do you hold about other agencies that you have interacted with or worked with or might interact or work with in the future?
- What are your most successful relationship-building strategies?
- Why do NGOs often avoid interacting with the military overseas?
- What are the potential costs for interagency communication? What are the potential benefits?



PRACTICE SECTION

If time permits, you can access supplemental video clips, discussion questions and critical incidents for review and additional practice on the disk in Module 1 – Lesson 3 including:

- Story: The Power of Language.
- Subject Matter Expert: Civilian-Military Planning Differences.
- Story: Go It Alone Mistake.
- Story: The Saplings.
- Scenario: Introduction to Scenario Excerpts, Elevator Speeches and Nonverbal Behavior.



MODULE 1 FINAL ACTIVITY

Individual Reflection – The Ladder of Inference

Provide a copy of Appendix H (*A Tool for Perspective-taking: The Ladder of Inference*) to the students. This handout provides an explanation of the Ladder of Inference and how a person can use the ladder to check their reasoning or perceptions of an event or situation.

For the current activity, provide time for the students to read the handout and reflect on it in their spare time (e.g., overnight, during an extended class break). Once the group meets again and you wish to continue the conversation with the discussion questions below, do a warm up exercise by asking them to recount a time when they discovered they had mistaken judgments or inferences about other people (or organizations) as a result of their unique, individual “ladder of inference.” Discuss the importance of understanding and reflecting on one’s own thinking habits.

- Which steps on the ladder of inference do we have difficulty with?
- How can we make fewer snap judgments?
- How can we verify our hypotheses about others?

Instructor’s Note: A version of this activity is included in the curriculum, “Helping Foreign Counterparts Build and Sustain Organizations” (Key-Roberts, Roan, & Strong, in preparation) so some of the participants may have seen it before.

Module 2: Unity of Purpose and Effort

GOAL

Understand how to use communication and inquiry to move a dyad or group through a three-part progression that leads from (a) the creation of a common operating picture to (b) a unity of purpose to (c) a unity of effort.

Lesson 1: Unity of Purpose and Effort

OBJECTIVES

The student will be:

- Introduced to the rationale for developing a complementary or shared understanding of the problem set (i.e., the creation of a common operating picture).
- Introduced to strategies to help the dyad or group identify their shared interests and goals.
- Introduced to ways to identify strengths and weaknesses in self and other (both personally and organizationally) and use those strengths and weaknesses as assets.
- Introduced to ways to use the knowledge gained to determine where unity of effort is beneficial and what forms that shared effort might take.

CONTEXT

This module discusses how to create a unity of purpose and effort based on the relationships and mutual understanding of the mission set one has developed with their agency partners. Having a shared purpose does not mean that unity of effort must be applied to all goals or action paths. Unity of effort can mean collaborating on tasks and/or it can mean distributing tasks and roles, but through a communication-based process. In all cases - even if an organization opts to work alone on its mission - it is important to communicate about actions affecting the problem set and area of operation whether or not agencies are working together.

BUILDING PROPENSITY FOR THE VIDEO

(You can articulate a version of the following to the class): "This video will give you a process for moving from getting to know interagency partners to actually figuring out what you understand and agree on in terms of the problems that need to be addressed and the data you have about them. From there, you identify shared and/or complementary goals you want to work on together and why. Getting from a sense of shared purpose to actual unity of effort requires a lot of discernment and judgment, as sometimes organizations can synergize their strengths (and mitigate their weaknesses) by working together. This module teaches you how to gather information to figure out how to make good decisions when engaging in mission planning that has to take other organizations into consideration. Be prepared to discuss what sorts of communication and other behaviors will help give a group the greatest likelihood of achieving these unities."



SHOW VIDEO

Unity of Purpose and Effort



GROUP DISCUSSION

Instructor's Note: We provide several questions for discussion. Please choose the questions best suited for your needs based on the sophistication of your group, time constraints, and those that best suit your objectives.

- Ask the students about their experiences with the three-step interagency collaboration process (common ground, unity of purpose, unity of effort) discussed in the video. Some questions might include:
 - What do they see as the sticking points or challenges?
 - What advice do the students have regarding troubleshooting any of these steps?
- Some experts say that synergizing effort is crucial. This means analyzing every participating organization's (and individual's) strengths and weaknesses, and then figuring out how to make best use of available assets. Discuss and elicit examples.
- Why are perspective-taking, empathy, and "leaning in" to partners so important to being successful in the three-step process? What else would help and why? What behaviors promote perspective taking, showing empathy, and the notion of "leaning in" to partners?



PRACTICE SECTION

If time permits, you can access supplemental video clips, discussion questions and critical incidents for review and additional practice on the disk in Module 2 – Lesson 1 including:

- Story: Creating Unity of Purpose.
- Scenario: Unity of Effort.
- Story: Saving the Pomegranates.

Module 3: Effective Interagency Work Processes

GOAL

Learn a range of strategies, behaviors, and skills that will enable you to be effective interpersonally and in terms of mission work tasks, role division, communication, evaluation and sustainability, and other management tasks while collaborating with interagency partners.

Lesson 1: Boundary-Spanning

OBJECTIVES

The student will be:

- Introduced to the interpersonal dynamics and behaviors that facilitate effective collaborative work such as boundary-spanning behaviors.

CONTEXT

The lesson in this module will help the students understand the steps involved in boundary-spanning. The students will gain skills in using boundary-spanning as a method, and they will understand that uniqueness and differentiation are strengths when marshaled for collaborative efforts where each partner's value added is synergized with others.

BUILDING PROPENSITY FOR THE VIDEO

(You can articulate a version of the following to the class): "Effective interagency work requires understanding of self and other. Since organizations often differ in many ways, it is important to learn, analyze, and synergize with others. Interagency personnel need to identify and manage differences as well as similarities in order to span boundaries and 'lean in' to each other to do effective collaborative work. While you watch this video, listen for the behaviors that exemplify successful boundary-spanning."



SHOW VIDEO

Boundary-Spanning



ACTIVITY

Boundary-Spanning

Provide a copy of Appendix C (*Boundary-Spanning*) to the students. This handout provides an explanation of the strategies, practices and definitions used in boundary-spanning. The information and the activity provided in the Appendix was modified from Ernst & Chrobot-Mason (2011, Spring).

Ask the students to read the handout on boundary-spanning and then break into groups. Once the students have formed groups they should brainstorm how to identify similarities and differences between their agency and other agencies using the boundary-spanning practices that are provided in the Table. Have the students discuss how it might be possible to reach the “Nexus effect” as described in the Appendix. Come back as a large group and ask a spokesperson from each group to share.



GROUP DISCUSSION

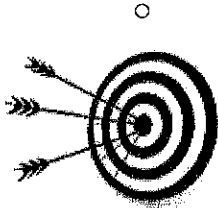
Boundary-Spanning and Satisficing

In the Boundary-spanning video, Dr. Jennings uses the term ‘satisficing’. Satisficing is an evaluation and decision-making strategy that aims for a merely satisfactory or adequate result, rather than an optimal solution. Satisficing is often accomplished through taking the path of least resistance when evaluating data and choices. Satisficing is a decision making strategy that oversimplifies the problem, the system in which the problem is situation, and the data that should be applied to its analysis. It is reductive and oversimplifying, but may be chosen by those who do not want to look at the big picture.

Ask for questions/comments about the topics raised in the Boundary-Spanning video. For example, you might ask:

- Have you encountered what Dr. Jennings calls “satisficing” in the video? What are the possible effects of engaging in satisficing?
- What strategies have you used to span a boundary, whether cultural, work-related, or personal? Was your effort successful? How did it feel, and do you have any advice for others engaging in the practice?
- It is important not to gloss over differences between organizations, but to acknowledge them and leverage them as strengths as discussed earlier. If not dealt with, group identities can cause rifts and divides between agencies.

- What can you do to help create safety and trust between differing groups?
- How can you help foster respect between groups?
- How can you help ensure the interagency team has a clear sense of its own identity so that group members understand their mission, roles, and responsibilities, and the new team's unique contributions to the mission?



PRACTICE SESSION

If time permits, you can access supplemental video clips, discussion questions and critical incidents for review and additional practice on the disk in Module 3 - Lesson 1 including:

- Scenario: Satisficing and Boundary-Spanning.

Lesson 2: Inclusiveness

OBJECTIVES

The student will be:

- Introduced to the concept of inclusiveness.
- Introduced to the ways in which an inclusive climate may affect mission planning, relevant relationships, and mission outcomes in an interagency context.

CONTEXT

This video explores the need to include all relevant stakeholders in interagency mission planning and execution processes. It addresses the possibility of adverse effects if organizations do not communicate with one another and/or if host nation stakeholders are not included.

BUILDING PROPENSITY FOR THE VIDEO

(You can articulate a version of the following to the class): "Having an inclusive orientation is a great benefit to interagency work. Inclusiveness means that all stakeholders – those affected by the work or mission at hand – need to be part of the process in some ways. This can mean active collaborative work or it can mean consultation with enough of the right people, as is sometimes the case with local stakeholders. Inclusiveness helps prevent mistakes, duplication of effort, and adverse effects. While you watch this video, think about what behaviors you can adopt to express and create an inclusive climate."



SHOW VIDEO

Inclusiveness



GROUP DISCUSSION

Inclusiveness

Ask the group about their perceptions of inclusiveness. For example you might ask:

- What does authentic inclusiveness look like when local stakeholders are involved?
- Can you share your experiences about the benefits of inclusiveness or the effects of failing to consult/include stakeholders?
- Are there any caveats or downsides to such consultation/inclusion?
- Why is communication *ahead* of problems in the field so important?
- What sorts of problems can be headed off if organizations communicate about their activities (even if they choose to work separately)?



PRACTICE SECTION

If time permits, you can access supplemental video clips, discussion questions and critical incidents for review and additional practice on the disk in Module 3 - Lesson 2 including:

- Critical Incident: Failure to Verify.
- Scenario: Inclusiveness at Meetings and of Persons Not Present.
- Story: Good Intentions are Not Enough.

Lesson 3: Leadership and Facilitation

OBJECTIVES

The student will be:

- Introduced to the concept of shared responsibility within facilitative leadership – i.e., develop an understanding that leadership is a shared responsibility within interagency settings.
- Introduced to the concept of lateral responsibility within facilitative leadership – i.e., develop an understanding that leadership responsibility is spread laterally across the agencies (leadership does not just flow top-down from one agency) within interagency settings.

CONTEXT

The participant will learn about different models of leadership they may encounter in interagency work. Facilitative leadership involves a skill set that benefits all participants. Being an active listener and listening more than one speaks, knowing how to elicit relevant information and opinions from others, and helping forge a group vision and process are important aspects of this kind of leadership.

BUILDING PROPENSITY FOR THE VIDEO

(You can articulate a version of the following to the class): “We’re going to watch a video that explains how leadership roles may get assigned and how every person involved in interagency meetings and collaboration has an important role to play, whether it’s supporting the designated meeting chairperson, being the chair, or helping facilitate the conversation. Facilitative leaders differ from more traditional leaders because they tend to ask questions rather than command or direct. Facilitative leaders prefer dialogue to debate, understanding the values and evidence that inform an opinion rather than arguing over different points of view, and encourage a group to consider a range of options. Facilitative leaders are naturally skilled in synthesis and in helping ‘translate’ data and analysis into shared understanding. Facilitative leaders also elicit the insights, wisdom, and expansive thinking of others, and encourage boundary-spanning.”



SHOW VIDEO

Leadership and Facilitation



ACTIVITY

Facilitative Leadership Role-play

Divide the students into small groups. Each group should assign one member of the group to be one of four different representatives including the:

- Department of State.
- Military.
- USAID.
- Local stakeholder.

The group's ultimate mission/objective is to figure out how to repair a major road in their combined area of operation. However in this exercise, the group should be setting up relationships and laying the groundwork to accomplish that overall objective. In 5-7 minutes, they need to collectively make sure everyone has a chance to introduce him- or herself and offer an idea or resource to work on the problem (they can choose one logical resource to offer, but it should not alone be enough to solve the road damage problem). Bring out commonalities and value added - work toward synergy. What resources do they lack and how can they work as a group to solve them? Each student should take responsibility for eliciting and acknowledging contributions from others.

Debrief at the end. Conduct a discussion with the larger group about the students' thoughts and outcomes concerning the role-play. Questions you might ask the group:

- Did everyone have a chance to speak?
- What was the result of the agency elevator speeches?
- Did it seem like the students were able to use reflective listening and perspective-taking by asking good questions?
- Were they able to start synergizing their efforts?
- Were there efforts to engage in facilitative leadership? If so, how? If not, what might they have done differently?
- How might the conversation have gone better?



PRACTICE SECTION

If time permits, you can access supplemental video clips, discussion questions and critical incidents for review and additional practice on the disk in Module 3 - Lesson 3 including:

- Scenario: Facilitation Strategies by Designated Leaders and Informal Leaders.

Lesson 4: Effective Meetings

OBJECTIVES

The student will be:

- Introduced to behaviors and strategies that will aid the students be more effective partners in interagency meetings.
- Introduced to behaviors to help make meetings inclusive, on-task, efficient, goal-oriented, and relationship-based for self and other agency partners.

CONTEXT

This video reveals how effective meetings, communication, and information-sharing (as appropriate) are at the heart of interagency collaboration success. They are driven by awareness, reflection, and appropriate behaviors.

BUILDING PROPENSITY FOR THE VIDEO

(You can articulate a version of the following to the class): "This video shows that meetings are a reflection of the greater interagency collaboration process. Good meetings lead to good mission outcomes and vice versa. You can have an important role in making sure meetings are effective, problems get solved, and participants feel glad to have attended. You'll also learn that communication outside of meetings and information-sharing are also keys to success. While you watch this video, take some notes about what kinds of behaviors by individuals benefit the group effort during meetings."



SHOW VIDEO
Effective Meetings



GROUP DISCUSSION (popcorn share)

What should you prepare before an initial coordination meeting? What do you want to make happen in that initial meeting?



GROUP DISCUSSION:

Instructor's Note: We provide several questions for discussion. Please choose the questions best suited for your needs based on the sophistication of your group, time constraints, and those that best suit your objectives. Some possible questions to ask include:

- What behaviors do you believe – based on the video and on your professional experiences – keep meetings on track and make them successful for most or all participants?
 - How can individuals co-lead or otherwise facilitate successful meetings?
 - In what ways do meetings contribute to mission success?
- How can inclusiveness at meetings be promoted in ways that extend beyond inviting all stakeholders and relevant parties to attend?
 - How can an inclusive climate be developed by one's communication style and meeting facilitation?
- What kinds of information-sharing do you think are important in interagency collaboration?
 - What are the challenges to and benefits of such sharing?
 - Do you have any advice or cautions, based on your experience, to share?



ACTIVITY

If you have at least 3 extra hours, you can run an interagency role-play described in Appendices E and F regarding an initial planning meeting for an interagency team tasked with dealing with a refugee crisis. This exercise utilizes all the knowledge and behaviors taught in the entire curriculum to promote maximum effectiveness. Spend 15 minutes briefing the students on the scenario and pass out the role play briefs. Give each student 10 minutes to study the scenario and his or her brief. Have the group run the role play exercise for two to two and ½ hours and then have each team debrief their plans and experience. Questions you might ask include:

- What worked well?
- What were and where did stumbling blocks occur for the group?
- What might they do differently next time?
- How did the group do regarding:
 - Relationship building?
 - Perspective-taking?
 - Unity of purpose and effort?
 - Effective interagency work processes?

If you would like to add more complexity to the exercise, assign someone to be an “inject.” Have this person pretend to be a host national government representative that barges into the meeting (about 45 minutes into the exercise) angrily inquiring why he or she was not included. Hopefully, the group will try to include this person and make amends. You may have this person say he or she can’t stay now, but would like to be included in future meetings. Later in the role play, you may want the inject to return stating that the news media has picked up the story and wants the group to give a news brief on the 5pm news. The group should then work on writing a brief statement. This adds another layer of pressure and complication if time permits.

Instructor’s Note: One variation to the role play would also be to have a four person interagency team and have include within the team roles for a (1) Military personnel; (2) U.S. Department personnel; (3) Nongovernmental Organization (NGO) personnel; and (4) the Host Nation. Dividing the roles up this way would ensure a representative and viewpoint from each fraction of the interagency as well as the host nation.



PRACTICE SECTION

If time permits, you can access supplemental video clips, discussion questions and critical incidents for review and additional practice on the disk in Module 3 - Lesson 4 including:

- Scenario: Perspective-Taking, Effective Meetings, Consulting/Planning.

Lesson 5: Evaluation and Sustainability

OBJECTIVES

The student will be:

- Introduced to the differences between short and long time horizons in planning.
- Introduced to the difference between objectives, outputs, and outcomes.
- Introduced to the importance of monitoring and evaluation in interagency efforts - i.e., how monitoring and evaluation may affect the work and outcome of an interagency effort and why it is important to include monitoring and evaluation in initial planning and all through the mission.
- Introduced to the importance of written records in keeping communications, agreements, and work activities on track.

BUILDING PROPENSITY FOR THE VIDEO

(You can articulate a version of the following to the class): "This video reviews sometimes neglected aspects of interagency work - monitoring and evaluation, and sustainability. There are a number of good methods for doing monitoring and evaluation, or M&E, available on the internet, some of them created by nongovernment organizations (NGOs). M&E reminds us that success is measured by actual impact, not by good intentions or supplies and tasks. As you watch this video, make mental notes about what behaviors are needed to plan and execute M&E work at all phases of a mission."



SHOW VIDEO

Evaluation and Sustainability



GROUP DISCUSSION

Discuss the importance of monitoring and evaluating for outcomes instead of just outputs.



GROUP ACTIVITY

Understanding Objectives, Outputs, and Outcomes

See Appendix I for questions and definitions of:

- Objectives.
- Outputs.
- Outcomes.

Using the concepts of objectives, outputs and outcomes, have participants create a simple imaginary mission and identify the three concepts within their mission. For instance, the group might need to plan getting food to a village after a flood or plan a project to promote women's employment in a developing country. It is best if the mission you assign is something related to their current or upcoming work if possible. The students should also create qualitative and quantitative metrics for evaluating outputs and outcomes. Have the students work in small groups for 10 minutes and then briefly report to the larger group.



PRACTICE SECTION

If time permits, you can access supplemental video clips, discussion questions and critical incidents for review and additional practice on the disk in Module 3 - Lesson 5 including:

- Subject Matter Expert: Time Horizon and Planning.
- Scenario: Long-Term Thinking.

Module 4: Introduction to Military Organizations

GOAL

Acquire a basic understanding of U.S. military organizations, aspects of their cultures, and planning processes.

Lesson 1: Introduction to Military Organizations

OBJECTIVES

The student will be:

- Introduced to basic premises of U.S. military organizations and their unique organizational cultures.
- Introduced to the basic concepts of U.S. military planning.

CONTEXT

This video offers an introduction to the U.S. military branches of service, their organizational cultures, and their approaches to planning.

BUILDING PROPENSITY FOR THE VIDEO

(You can articulate a version of the following to the class): "The U.S. military has a unique organizational culture that makes it different from civilian organizations. In addition, each branch of the military has a unique culture. Though we can't explore all of these cultures, this video is an introduction to some of the thinking and planning differences that mark the civ-mil divide. It is intended to illuminate some of the communication and planning issues you need to know about from either side of the divide. Whichever side of the civ-mil divide you are on, consider how your behavior can help bridge the gap in the context of interagency collaboration."



SHOW VIDEO

Introduction to Military Organizations



GROUP DISCUSSION (popcorn share)

Solicit and discuss student perspectives on the military, including biases and stereotypes. Have them analyze their views, and what created them.



GROUP DISCUSSION

Ask for questions/comments about the topics raised in the Military Organizations video. For example, you might ask:

- What did you learn from the video about how to communicate more effectively with the military?
- What are the pros and cons of military planning methods?
- What behavioral strengths does the military bring to interagency settings?
- How can your organization work better with the military in order to utilize these strengths to the mission's benefit?



PRACTICE SECTION

If time permits, you can access supplemental video clips, discussion questions and critical incidents for review and additional practice on the disk in Module 4 - Lesson 1 including:

- Narrator: Civilian and Military Roles.
- Subject Matter Expert: International Guidelines on the Role of the Military.
- Subject Matter Expert: Appropriate Military Roles in Development and Humanitarian Contexts.

Module 5: Introduction to Civilian Organizations

GOAL

Acquire a basic understanding of civilian organizations and aspects of their cultures and planning processes. These include government-based organizations, such as the United Nations and, in the U.S., the Department of State and the U.S. Agency for International Development. Civil organizations also include non-governmental agencies of many different sizes and mandates.

Lesson 1: Introduction to Civilian Organizations

OBJECTIVES

The student will be:

- Introduced to some of the international and U.S. civilian organizations and their range of organizational cultures and mandates.
- Introduced to how and why many civilian agencies seek to separate themselves from military organizations in order to maintain independence and neutrality.

CONTEXT

This video offers an introduction to a range of civilian organizations, their organizational cultures, and their approach to missions and working with military organizations.

BUILDING PROPENSITY FOR THE VIDEO

(You can articulate a version of the following to the class): "Civilian organizations are very diverse in nature, but their mission objectives often focus on development, diplomacy, forms of justice, and humanitarian service. Though we can't explore all of the organizational cultures of all the different civilian agencies, this video will provide an introduction to some of the thinking and behaviors that characterize the civilian side of the civ-mil culture gap. Whatever agency you work for, the video will help you have a better idea of how to interact more effectively with civilian partners."



SHOW VIDEO

Introduction to Civilian Organizations



GROUP DISCUSSION (popcorn share)

- Solicit and discuss student perspectives on the different sorts of civilian agencies, including their biases and stereotypes. Have them analyze their views, and what created them.



GROUP DISCUSSION

Ask for questions/comments about the topics raised in the Civilian Organizations video. For example, you might ask:

- What did you learn from the video about how to communicate and interact more effectively with different civilian agency representatives?
- What behavioral strengths do civilian agencies bring to the table?
- How can your organization work better with civilian organizations in order to utilize these strengths to the mission's benefit?
- What do you think about the role of civilian organizations in humanitarian efforts?

Curriculum Review



Final Activity

Effective and Ineffective Attitudes and Strategies for Effective Interagency Collaboration.

Present a blank chart on a white board with the heading 'Effective Attitudes' written on top left and 'Ineffective Attitudes' on bottom left, and 'Effective Behaviors and Strategies' on top right and 'Ineffective Behaviors and Strategies' on bottom right. Alternatively, see Appendix J for a blank, printable Quad Chart.

Briefly explain to the students what each quadrant of the blank chart represents. For example, you could say 'This curriculum focused on interpersonal behaviors that facilitate and benefit interagency collaboration. Please take a few minutes and identify as many effective/ineffective attitudes and strategies for effective interagency collaboration you can remember from the curriculum and group discussions.' Have the class take five minutes to fill out the chart on their own.

After five minutes, have the students discuss the effective and ineffective attitudes, behaviors, and strategies that were highlighted in training. The instructor should record the answers on a blank chart on a white board. At the end of the class, have the students add other attitudes, behaviors, and strategies that they had not included before the discussion.

Instructor's Note: See Appendix J for a blank form to give to the students to fill out.

Quad chart key for instructor (here are some examples of the kinds of attitudes and strategies that might be included):

Effective Attitudes: Thoughtful collaboration can lead to win-win partnerships Respect and trust are the foundation of good collaborative relationships Listening and active communication are key to success Organizational representatives can maintain their uniqueness while collaborating effectively	Effective Behaviors and Strategies: Perspective-taking Expressing sincere interest in partners as individuals and organizational representatives Boundary-spanning Inclusiveness, including of local stakeholders Consultation Active listening Leaning in Facilitative leadership Synergizing strengths Being aware of weaknesses Iterative planning, reflecting, and monitoring and evaluation
Ineffective Attitudes: Partners are incompetent or not respect-worthy Partners have little or no value-added Partners aren't a benefit to the goals of the mission Partners can't be trusted Partner agencies are too hard to work with	Ineffective Behaviors and Strategies: Deficit- and problem-based thinking Directive behavior Inflexibility Not being inclusive Allowing unreasonable expectations or strategies to flourish Satisficing Excessive pre-planning Discouraging communication: naysaying and criticizing Disrespectful behaviors

SUMMARY:

By the end of the curriculum, the student should have been introduced to behaviors and skills necessary for effective interagency collaboration. The steps include:

- Relationship-building.
 - E.g., learning about individuals, organizational cultures, and agency mandates/interests.
- Co-creating a common operating picture, unity of purpose, and unity of effort.
- Engaging in effective collaborative work practices and processes.
 - E.g., perspective-taking, active communication, boundary-spanning, facilitative leadership, and other relevant skills.

Appendix A

References and Resources

There is a vast amount of literature on the topic of interagency coordination/collaboration, but much less has been written about individual and interpersonal behaviors that benefit that effort. The resources below are useful for the contexts addressed in this curriculum.

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Appendix B

Glossary

Actor: In the interagency context, an actor is a generic term for a participant, one who has a role in something. The role can be any role, including civilian, military, and host nation-related.

Boundary-spanning: Boundary-spanning is reaching across organizational "borders" or cultures to build relationships and create beneficial to help work on complex problems. Boundary-spanning individuals use collaboration to build sustainable relationships, understand the perspectives of others, and find ways to capitalize on the strengths and mitigate the weakness of various individuals and agencies working together. The goal is to work effectively across organizational boundaries not by dismantling boundaries, but by synergistically marshalling them in service of the greater good.

Capacity-building: Capacity-building is a conceptual approach to development that focuses on understanding the obstacles that inhibit people, governments, international organizations and non-governmental organizations from realizing their developmental goals; capacity-building means finding a way to enable entities to move toward greater ability to realize goals, self-sufficiency, and sustainability.

Coexistence: Coexistence means to exist together in the same place and time. It may be harmonious and peaceful, and it may not. Ideally, in the interagency context, there is communication among agencies that are not actively working together so that they can coexist without harming each other's work inadvertently or causing unwanted effects.

Collaboration: Collaboration means to work together on a joint effort. In interagency work, it is the most involved, interdependent sort of relationship (as opposed to coordination or coexistence, which are less interdependent and less involved).

Common operating picture: A common operating picture is a term meaning a shared body of information affecting a given situation. It is useful for interagency partners to co-create a common operating picture by sharing their understanding of the problem/mission and information related to it, in order to facilitate effective planning. A common operating picture is a shared understanding, and its existence makes it easier for individuals to achieve unity of purpose and unity of effort.

Coordination: Coordination is a term used to mean the process of organizing elements so that the parts of a system can work together well. In interagency work, it is a commonly used term, and its meaning varies depending on who is using it. Coordination is considered a more involved process than coexistence, and a less involved process than collaboration. Some NGOs prefer the word coordination to collaboration, because it signals more independence and neutrality.

Cross-cultural: This adjective describes a dynamic that involves two or more different cultures or countries. It often means comparing or otherwise dealing with two or more cultures in ways that span cultural boundaries, seek cultural understanding, or work toward a universal way of relating across cultures.

Department of Defense: The **Department of Defense (DoD)** is the executive department of the government of the United States charged with coordinating and supervising all agencies and functions of the government concerned directly with national security and the United States Armed Forces. The Department is also the largest employer in the world, with over three million servicemen, servicewomen, and civilians.

Department of State: The **United States Department of State (DoS)**, often referred to as the State Department, is the United States federal executive department responsible for international relations of the United States. It is equivalent to the foreign ministries of many other countries.

Deterrence theory: In foreign affairs, deterrence is a strategy intended to dissuade an adversary from undertaking an action not yet begun (such as building a nuclear arsenal) or to prevent them from doing something unwanted. Deterrence theory gained prominence as a military strategy during the Cold War and is still an active concept today.

Development/international development: These terms generally refer to a multi-disciplinary approach to supporting the development of greater quality of life for humans. It can include healthcare, civil institutions, education, infrastructure, economic stability, human rights, and/or a focus on the environment. International development is different from simple development in that it is specifically composed of institutions and policies that arose after the Second World War. These institutions focus on alleviating poverty and improving living conditions in previously colonized countries. Development has included a lot of direct aid, but recent models focus instead on capacity-building with the goal of self-sufficiency.

Diplomacy, Defense, and Development (the 3 D's): These are three U.S. governmental functions, among many, performed by government agencies. **Diplomacy** is primarily the province of the Department of State, **Defense** the province of the many organizations that comprise the Department of Defense, and **Development** the province of U.S. Agency for International Development. Other agencies may assist these agencies. For instance, the U.S. Department of Agriculture works on development projects overseas, among many other tasks.

Elevator speech: An **elevator speech** is a short summary used to quickly and simply define a person or organization and its potential value. The term *elevator speech* reflects the idea that it should be possible to deliver the summary in the time span of an elevator ride, or approximately thirty seconds to a minute. The name comes from a scenario of an accidental meeting with someone important in the elevator and a hope that a short, interesting introduction will show immediate value added and lead to future beneficial interactions.

End-state: End-state means the set of conditions that would need to be achieved for a certain goal to be accomplished. The term is not synonymous with goal, but is related to it. It includes the parameters of what the achieved goal would look like, and thus is related to careful, detailed planning.

Facilitative leadership: Facilitative leaders differ from more traditional leaders because facilitative leaders tend to ask questions rather than command or direct. Facilitative leaders prefer dialogue to debate, understanding the values and evidence that inform an opinion rather

than arguing over different points of view, and encourage a group to consider a range of options. They are naturally skilled in synthesis and in helping 'translate' data and analysis into shared understanding. They elicit the insights, wisdom, and expansive thinking of others, and encourage boundary-spanning.

Humanitarian: Humanitarian is an adjective concerned with actions that benefit human welfare and alleviate human suffering. It can also be a noun, referring to a person who works to promote or perform such actions.

Inclusiveness: Inclusiveness means including everything and being open to everyone. In the interagency context, it means not excluding any interested parties or stakeholders from the taking part in mission planning and execution. If parties do not wish to be included or it is impractical to include them at times, then being inclusive means to incorporate their perspectives and needs, and to communicate with them regularly so they can weigh in on issues that affect them or their communities.

Interagency: Interagency means involving or representing two or more organizations or agencies, whether they are civilian or military. It is usually used to describe contexts where two or more agencies combine their resources in some way to accomplish a joint task or set of tasks. This occurs because their mandates or missions overlap, or because their leadership believes that together they can achieve more than they can apart. Although the term "interagency" is occasionally used as a noun, it is more truly an adjective because it describes a relationship, rather than a place or a thing.

Jargon: Jargon is a term for special words or expressions that are used by a particular profession or group that are often difficult for others to understand. Many organizations, especially governmental ones, use acronyms to refer to things, and those acronyms may function as jargon for people who do not understand them.

Ladder of Inference: The Ladder of Inference describes the thinking process that we go through, usually without realizing it, to get from a fact to a decision or action. We make assumptions along the way and are greatly affected by personal experience, bias, and our own cultural orientation. The Ladder of Inference is a tool to understand how quickly we may arrive at incorrect judgments and how we can slow down and better understand our thinking processes and use several strategies to double-check our reasoning. (See Appendix H on this topic).

Lane: The term *lane* is slang or jargon for the appropriate function and duties of a given organization. The term, along with *silo*, is commonly used to identify the different roles given to those working for government agencies in charge of the three D's - defense, diplomacy, and development. The phrase "*staying in your lane*" means performing the agency's traditional role, and getting out of one's lane may be perceived as invading the turf of another agency. For example, some humanitarian organizations see the U.S. military as not staying in its lane if it becomes actively involved in hands-on humanitarian relief.

Leaning in: *Leaning in* is a slang phrase that means being inclined toward another person, cause, or entity. In the interagency context, leaning in can mean getting out of one's silo/lane (agency

cultural norms) and being more flexible and open to working with individuals and agencies that are different from one's own. Learning in is a benefit in interagency work as long as one holds in mind one's responsibilities to one's own organization while engaging in joint work that, it is hoped, will be of mutual benefit.

Monitoring and evaluation: These are the systematic and routine collection and interpretation of information from projects and program to check on and evaluate progress. Monitoring is a periodic task that documents changes from the baseline. Evaluation is the objective, systematic assessment of a project, often after it is complete. Both qualitative and quantitative measures can be used.

Nongovernmental organizations (NGOs): Non-governmental organizations are legal corporations that operate independently from any form of government. Many have non-profit legal status, and many are involved in work that benefits groups of people, animals, the environment, churches, schools, or other entities. NGOs can be very small and local, and huge and international. International NGOs are sometimes referred to as INGOs.

Office for the Coordination of Humanitarian Affairs (OCHA): OCHA is the part of the United Nations responsible for bringing together humanitarian actors to try to create a coherent response to emergencies. OCHA's mission includes:

- Mobilizing and coordinating effective and principled humanitarian action in partnership with national and international actors in order to alleviate human suffering in disasters and emergencies.
- Advocating for the rights of the people in need (the stakeholders).
- Supporting preparedness and prevention efforts.
- Working to create sustainable long-term solutions to problems.

Organizational culture: Organizational culture is the behavior of people who are members of an organization as well as the meanings the people attach to actions they take on behalf of the organization. Organizational culture includes the organization's mandates, values, beliefs, norms, working language and communication, operating systems, history, leadership, and other dynamics. It can be thought of simply as how things are done and why.

Oslo Guidelines: The Oslo Guidelines are guidelines on the use of military assets and civil defense assets in humanitarian relief efforts. The guidelines were originally released in 1994 and have been subsequently updated. The guidelines were created, mainly by Western governmental agencies, in response to issues related to having military forces involved in global humanitarian emergencies and the need to keep the roles of civilian and military organizations distinct, for a range of reasons.

Output vs. outcome: Output-oriented objectives focus on the activities that need to be conducted to achieve outcomes. Output objectives are typically specific and measurable but reveal little about what is actually being achieved. In contrast, outcome-oriented objectives express the intended results or accomplishments of programs or activities. Outcome objectives focus on changes in a system, environment, or behaviors. An example of an outcome-oriented objective is: "By 2014, the region should double the amount of locally-grown sorghum sold in

markets.” Actual outcomes are the impact of outputs; they reflect the actual impact of activities. For instance, activities (outputs) to double the amount of sorghum in markets could lead to the achievement of the goal (an outcome) and to additional outcomes, such as dietary changes or social changes based on availability of sorghum and the increased economic power of sorghum farmers (assuming the price remained stable). It could also result in the price of sorghum falling very low due to market glut, which could harm farmers and their families.

Perspective-taking: Perspective-taking is the ability to perceive someone else’s thoughts, feelings, and motivations. It refers to the ability to learn what someone is thinking or feeling by listening, hypothesizing about what they think and feel, and then checking in to see whether the hypothesis is accurate. The goal is to truly see things from the other party’s perspective, though that does not mean one has to agree with the perspective. It is important to confirm whether one’s sense another’s perspective is accurate or not. This is often best done by asking a question, such as “Am I right that you ...?”

Respect: Respect is a feeling of appreciation or admiration for someone or something elicited by their qualities, behavior, statements, or achievements. It is an according of positive regard and esteem, and it conveys good will. Respect also means feeling and showing that something or someone is valuable and worthy of regard.

Satisficing: Satisficing is an evaluation and decision-making strategy that aims for a merely satisfactory or adequate result, rather than an optimal solution. Satisficing is often accomplished through taking the path of least resistance when evaluating data and choices. It oversimplifies the problem, the system in which the problem is in, and the data that should be applied to its analysis. It is reductive and oversimplifying, but may be chosen by those who do not want to look at the big picture.

Stakeholder: A stakeholder is a person with an interest or concern in something. In many contexts, stakeholders are considered to be anyone affected by an action. In an organizational context, stakeholders include all leaders and employees, and often also include anyone affected by the organization, such as their families, the local community, anyone impacted by the activities or products of the organization. Neglected stakeholders will often show resistance, and it is important to define the notion of stakeholders broadly and take those people into account.

Sustainability: This concept means being capable of lasting a long time or forever without becoming overly depleted; methods and processes that promote long-lasting performance, well-being, and productivity. The concept has been applied to agriculture, environmental stewardship, health care, and government agencies. In an organizational development context, it means that the local stakeholders have the skills, resources, and tools necessary to maintain a functional organization without help from outsiders. Local initiative and effort are essential.

Silo (or stovepipe): Silo and stovepipe are metaphors for information and roles that tend to be expressed within an organization (or even a department within an organization), but not with members of other departments or organizations. When one is stuck in a silo or stovepipe, it is clear how the system works inside of it, but not easy to communicate or reach outside of it and interact with others. Information and ways of being are passed up and down within the walls of

the silo, but those walls prevent effective interaction with other *silos*. Successful interagency work requires getting out of one's silo or stovepipe and engaging in boundary-crossing in order to understand and work well with people outside one's familiar organizational culture or *silo*.

Stereotypes: A stereotype is a widely held but fixed and oversimplified image or idea of a particular type of person or thing. To stereotype is to believe unfairly that all people or things with a particular characteristic are the same. Stereotyping is natural and is a way nearly everyone makes meaning of the world. However, it overlooks individual differences and sometimes is based entirely on a misperception. Stereotypes should be examined with care and put aside where possible in the interagency environment.

Synergy: Synergy is the interaction of multiple elements in a system to produce an effect greater than the sum of their individual effects. The term synergy comes from a Greek word that means "working together". A term related to beneficial synergy is "win-win", where all parties feel they have benefited from an interaction.

Time horizon: A time horizon, also known as a planning horizon, is an identified point of time in the future when work or other goals will be evaluated for efficacy or outcome. It is necessary in many contexts to create a fixed horizon time so that milestones can be created and evaluation and transition plans can be put in place.

Trust: Trust can be defined as a firm belief in the reliability, truth, ability, or strength of someone or something. Trust needs to be earned through repeated demonstrations of reliability and integrity. A precursor to trust is mutual respect, and trust is often built through communication and behavior. When you trust another, you have confidence that they will keep their word, do their best to make good on commitments, and be of good character in their dealings.

United Nations: The United Nations (UN) is an intergovernmental organization established in 1945 to promote international cooperation, as well as peace, security, and economic development. Many, though not all, of the world's nations are members of the UN, which has many sub-organizations and committees.

UN cluster system: The UN cluster system is a set of groups (clusters) of humanitarian organizations (UN and non-UN) working in the main sectors of humanitarian action, such as water and sanitation, food, shelter, and health. The clusters are created when clear humanitarian needs exist within a sector, when there are numerous actors within sectors, and when national authorities need coordination support. Cluster meetings are more efficient than large, multi-topic meetings because the topics are more specific and the expertise of those in attendance is likely to be congruent with the cluster's focus. Clusters create partnerships between international humanitarian actors, national and local authorities, and civil society.

Unity of effort: Unity of effort is the state of finding a way to combine the efforts of multiple individuals or organizations working towards a similar or related objective or goal. Unity of effort prevents organizations from working at cross purposes and reduces duplication of effort.

and unwanted effects. Roles and tasks may differ, but they are complementary and thus work together well.

Unity of purpose: Unity of purpose is a coming together of intention that is based on shared interests, objectives, standards, or goals. It is the solidarity that helps people and organizations recognize a kind of kinship in their values and goals, and perhaps choose to work together to achieve some or all of the shared goals. Unity of purpose is often considered a necessary precursor to unity of effort, though it is also possible to combine efforts on behalf of somewhat different purposes.

United States Agency for International Development (USAID): The United States Agency for International Development is the United States federal government agency primarily responsible for administering civilian foreign aid and for supporting other countries in their long-term development. It has both grantees and contractors, some of which are NGOs and INGOs. It was created by President John F. Kennedy in 1961 and is technically a part of the Department of State.

Value added: In the context of interagency work, value added is a shorthand term for what an individual or an organization brings to the planning process that adds value to the collective effort. For instance, if an NGO has relief supplies but no way to get them to the people in need, another organization, such as the military, can offer value added in the form of transport for the supplies. This creates synergy, a win-win situation.

Appendix C Boundary-Spanning

Ernst & Chrobot-Mason (2011) identified:

six types of practices that enable boundary spanning leadership: buffering, reflecting, connecting, mobilizing, weaving and transforming. Each successive pair of practices constitutes one of three interrelated strategies: managing boundaries (buffering and reflecting), forging common ground (connecting and mobilizing), and discovering new frontiers (weaving and transforming). This 'boundary spanning model' is essentially an upward spiral that leaders can use to achieve intergroup collaboration. (p. 84)

Boundary-Spanning Strategy	Practice	Definition
Managing Boundaries	Buffering	Define boundaries and create group safety. Group identities and boundaries are clearly defined, and different roles, values, goals and perspectives are clarified. Psychological security develops when intergroup boundaries are maintained.
	Reflecting	Characterize distinct perspectives and facilitate knowledge exchange about differing agencies to foster respect. Make sure group members understand each other's needs. Uncover differences that separate groups, but also bring out the similarities upon which common ground can be built.
Forging Common Ground	Connecting	Link people together to build intergroup trust by having them "step outside" their own group boundary by creating a neutral zone for group members to interact as individuals. People begin to realize they are not as different as they might have thought.
	Mobilizing	Create unity of purpose by building an interagency <i>community</i> . Group members can work constructively together when they craft a shared vision or goal and rally towards collective action even though their roles and responsibilities may remain varied.
Discovering New Frontiers	Weaving	Advance group interdependence by intertwining agencies, yet remaining distinct. Each organization has a unique role or contribution that adds to the larger mission. Weaving leverages on both varied expertise as well as belonging to the new larger identity.
	Transforming	Through time and continued interaction, new identities and new ideas emerge that are greater than the sum of any group alone. Possibilities emerge that are not possible given individual agency constraints.

Furthermore Ernst & Chrobot-Mason (2011) claim that:

Through execution of the six boundary spanning practices in turn, leaders can enable what we call a 'Nexus Effect' - groups working together to create new possibilities and achieve inspired results well beyond what they could do on their own. The Nexus Effect is the ultimate goal of boundary spanning leadership, and it is the countervailing process to what we call the 'Great Divide. (p.84)

Appendix D
Biographical Information for Subject Matter Experts

Janine Davidson, Ph.D.

Dr. Janine Davidson is an Assistant Professor in the School of Public Policy at George Mason University in Arlington, VA, where she teaches courses on national security policy making, strategy, civil-military relations, and public policy. From 2009-2012, she served as the Deputy Assistant Secretary of Defense for Plans where she oversaw the development of guidance for military campaigns and contingency plans and the review and assessment of plans. She is also the former Director of Stability Operations Capabilities for DoD. She led policy efforts for U.S. global defense posture and international agreements related to U.S. forces stationed overseas, and was the co-chair for the U.S.-Australia defense posture working group. In 2012, she was awarded the Secretary of Defense Medal for Outstanding Public Service.



Dr. Davidson began her career in the United States Air Force, where she was an aircraft commander and senior pilot for the C-130 and the C-17 cargo aircraft. She flew combat support and humanitarian air mobility missions in Asia, Europe, and the Middle East and was an instructor pilot at the U.S. Air Force Academy. From 2006-2008, Dr. Davidson served as a Director in the Office of the Assistant Secretary of Defense for Special Operations and Low Intensity Conflict. In that capacity, she oversaw the founding of the Consortium for Complex Operations, an innovative interagency project to enhance education, training, and performance in complex emergencies. She has also held positions as an Associate at DFI International in Washington D.C. (2003-2004), a research and non-resident fellow at the Brookings Institution (2003-2004; 2008), and as the Director for Counterinsurgency Studies at Hicks and Associates in Arlington, VA (2004-2005).

Ray Salvatore Jennings, Ph.D.

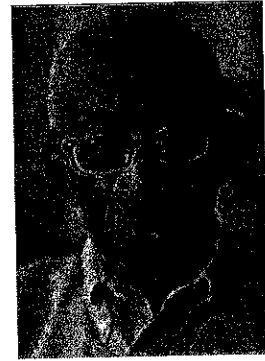
Dr. Ray Salvatore Jennings is a practitioner scholar with analytical and field experience with revolutions, conflict, and political and social transitions on five continents. Over the last twenty-three years he has served as country director and senior consultant with the United Nations, the United States Institute of Peace, the United States Agency for International Development, the World Bank and several international non-governmental organizations. Since 2009, he has served as Senior Transition Advisor, Office of Transition Initiatives, for the United States Agency for International Development.



He has been a Senior Fellow with the United States Institute of Peace in 2002-2004 as well as a Public Policy Scholar and an Eastern European Research Scholar with the Woodrow Wilson Center for Scholars in Washington, DC from 2005-2007. From 2009-2010, Dr. Jennings was a Visiting Researcher with Stanford University's Center for Democracy, Development and the Rule of Law. He has held teaching positions with Sheldon Jackson College, Georgetown University, and Syracuse University. He has also lectured at the Naval Post Graduate School on the effects of ethnic warfare on civilian populations. He is currently a Senior Social Development Consultant with the World Bank and a Senior Transition Advisor with the United States Agency for International Development's Office of Transition Initiatives. Dr. Jennings' publication list is available on request and his visual media appearances include CNN, CBS, ABC, CBN, CSPAN, NPR and the BBC.

Howard Roy Williams, J.D.

Howard Roy Williams is President and Chief Executive Officer of the Center for Humanitarian Cooperation. Mr. Williams was previously Director of the Office of Foreign Disaster Assistance, Bureau for Humanitarian Response (BHR/OFDA), of the U.S. Agency for International Development (USAID). He was appointed to this post in January 1998 and served until January 2001. USAID is the U.S. government agency that provides economic and humanitarian assistance worldwide. As head of OFDA, Williams oversaw disaster preparedness and relief and rehabilitation programs throughout the world.



Before going to OFDA, Williams served with the International Rescue Committee (IRC) for 12 years. From 1996 to 1998, Williams was IRC's Vice President for Overseas Policy and Planning. From 1993 to 1996, he was Vice President for Overseas Programs, and from 1985 to 1993, he was Director of Operations.

During this time, Williams led efforts that resulted in the conceptualization, creation and staffing of IRC's Emergency Preparedness Unit. He helped to establish and staff IRC offices in a variety of places including Northern Iraq, Jordan, the Balkans, Kenya, Malawi, Rwanda, and Southern Sudan.

From 1979 to 1985, he served with the International Organization for Migration (IOM), formerly known as the International Committee for European Migration (ICEM). During this time he served as Chief of Operations in Geneva, Switzerland, from 1983 to 1985; Regional Director in Bangkok, Thailand, from 1980 to 1983; and Country Representative in Kuala Lumpur, Malaysia, from 1979 to 1980. From 1976 to 1979, Williams was Assistant to the Director with the American Council for Nationalities Services in New York.

Appendix E
Interagency Scenario – Background Information

Mission

Challenges of problem assessment, initial refugee relief, and refugee camp development in the Eastern European country of Anstravia.

Agency Partners

Under U.N. auspices, with U.S. Department of State, USAID, international NGOs, local NGOs, and U.S. military personnel

Guiding Constructs: stabilization, resilience, assistance, management, coordination

Behavioral Domains: interpersonal communication, non-verbal expressive ability, non-verbal decoding ability, perspective taking, self-awareness and self-knowledge, trust building/relationship repair, flexibility, self-monitoring, political skill, failure management, inclusiveness and collaboration, boundary-spanning, trouble-shooting, creating unity-of-purpose

Context

A complex emergency involving:

- Worldwide economic and financial crisis.
- General Eastern European economic weakness.
- Civil war in the neighboring country of Moldabar.
- Refugee creation among the Marzin ethnic group.
- Influx/"pooling" at Anstravian border > demographic assessment needed (*Task 1*).
- Severe needs emerging, in rural areas > coordinated multiagency assistance needed (*Task 2*).
- Temporary settlement > camp plan/camp development needed (*Task 3*).
- Refugee maintenance and survival re: "provision rights."
 - Shelter > needed (*Task 4*)
 - Food > needed (*Task 5*)
 - Water > needed (*Task 6*)
 - Sanitation > needed (*Task 7*)

Goals for Participants

By the completion of the scenario exercise, participants should have:

- Successfully assessed the Marzin refugee situation demographically and socio-politically.
- Successfully established a U.N.-sponsored UNHCR, U.S. government (including military advisory), and NGO presence.
- Successfully implemented initial camp and short-term relief measures.
- Successfully developed a 3-month "service profile" to take care of provision rights.

Backstory and Introductory Narrative

The “Balkan-esque” country of Anstravia consolidated from six often-competing fiefdoms in the late 19th century. The peasant economy had been built on grain agriculture, livestock, coal mining, and timbering and these industries have continued today. King Alfred (ruled: 1895-1915) aided in the country’s emergence, while establishing an incipient diplomatic core and federal administrative structure modeled after that of Bavaria. Never highly industrialized, Anstravia nonetheless emerged as a net exporter of wheat and importer of basic consumer goods. By the post-WWI, pre-depression era, its population had grown to 4 million. It had established an efficient 40,000-member army and a less-than-efficient 10,000-member security/police force (these have not changed appreciably in size nor talent). A bicameral legislature was introduced in 1932, and the role of king became that of “state figurehead.” The prime minister became *de jure* head of state. During WWII, he was seldom consulted by leaders from other Eastern European nations, and indeed, Anstravia was deemed largely irrelevant as battles raged elsewhere.

While the entire nation is nominally Christian, there are three prominent ethnic groups which trace their origins to early Slavic peoples. The Broms are the most numerous (~40% of the population) and have dominated politics since the 1960s. The Arads are almost as numerous (~35% of the population), but come from an ancient rural tradition of shepherding and farming; they have had relatively little political clout. The Marzins (~25% of the population) are 20th century immigrants who were forcibly displaced from several Eastern European cities. Despite economic marginalization the Marzins have produced a number of clever politicians who have come to represent the country’s second-most influential political party, nicknamed the “Blues.” The most powerful party, dominated by Broms, is nicknamed the “Reds.” With the Marzin influx and their higher-than-Anstravian-average birth rate, by 2013 the nation’s population had reached 6 million.

The Anstravian terrain is rugged. The so-called “Anstravian Alps” are not high, but – with few tax dollars available – have precluded the development of high-quality transportation infrastructure. There is only one main rail line and one airport, in the capitol. The airport cannot accommodate large jet aircraft and transport planes. The nearest large airport is in the neighboring country of Moldabar. Paved roads are relatively few. Rivers are inconsequential, too small to accommodate anything other than small barges. Anstravia is entirely land-locked. There is no U.S. military presence, but U.S. military advisors have visited the country regularly since 2009.

The three international NGOs which maintain a presence in Anstravia emphasize domestic abuse/child protection and anti-trafficking issues. One, called European Relief, had previously worked with refugee children. All three currently emphasize work with Marzins. Local Anstravian NGOs and non-profits tend to be poorly funded and poorly organized; the strongest are engaged in orphanage development for members of all three ethnic groups. The best known is Pro Anstravia.

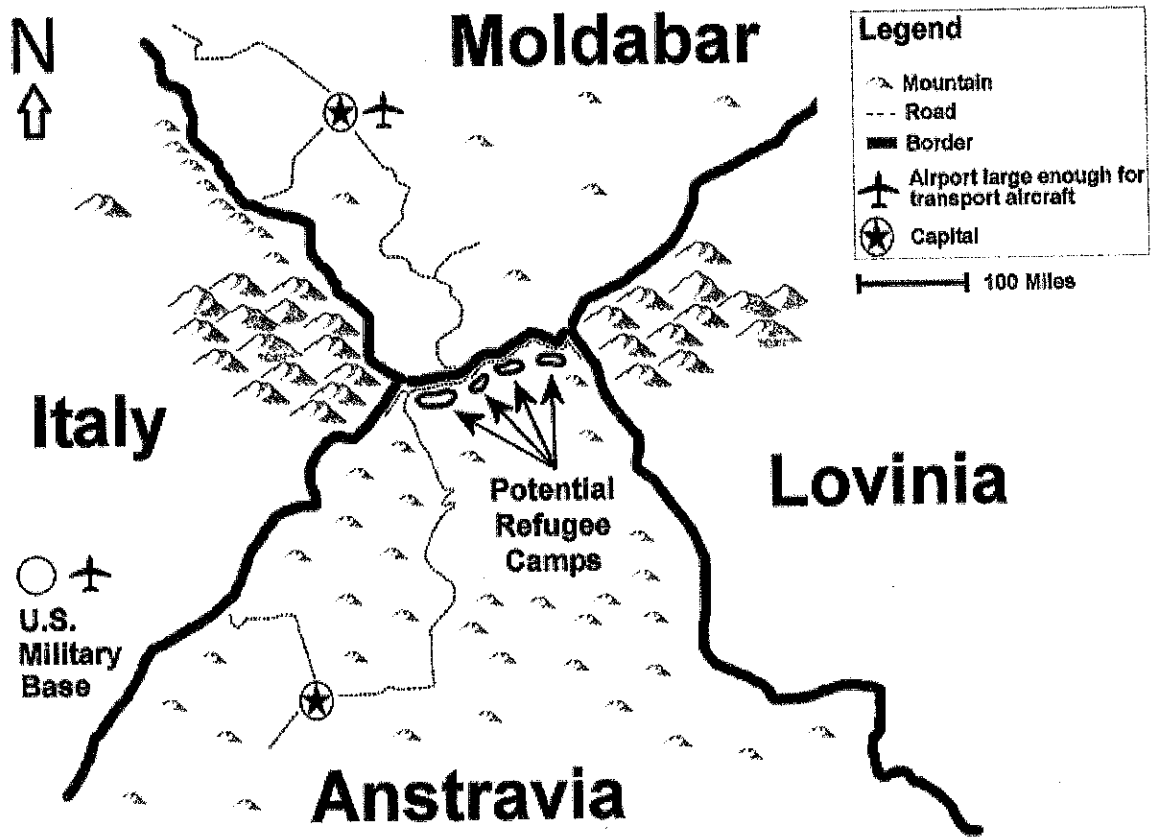
There is one agricultural university and one technical college in the country. There are American embassies located in Anstravia, Moldabar, and Lovinia; each has an Attaché and Security Assistance Officer.

Immediate Events Leading to the Crisis

The severe 2009 – 2011 worldwide economic and financial downturn hit Anstravia and its Eastern European neighbors particularly hard. The already-weak banking sector, long dependent on continuous influxes of foreign capital, hit a wall as investors pulled back and markets shrank. The Primer Corporation, manufacturer of diesel engine valves, had been one of the few corporate industrial stars; it had to lay off 40% of its workforce. Other corporations had to lay off 50% or more. Paradoxically, farmers and livestock ranchers gained a bit of ground. Most miners and loggers held their own.

The Complex Emergency

Long-simmering tensions between Arads and Marzins in the neighboring country of Moldabar turned into a full-blown civil war in late 2012, when Moldabar's central bank collapsed. The bank's president, a fiscally aggressive Arad economist, was blamed by Marzin partisans. Many saw their savings disappear. A disgruntled Marzin grocer assassinated Moldabar's Deputy Prime Minister, an Arad. The latent Moldabar People's Revolutionary Force (MPRF), run by Arad dissidents, quickly mobilized and began attacking urban Marzins indiscriminately. Within a week, several thousand had fled to Anstravia. Some began seeking temporary shelter with their Marzin brethren in Anstravia's capital. However, as the numbers of refugees grew (with women and children outnumbering men 3 to 1), people began "pooling" on the border. Anstravian security patrols refused them entry. As temperatures dropped snow began falling. No formal refugee processing facilities were in place. By late 2013, thousands of Marzins were essentially stranded along a 12-mile stretch at the Moldabar - Anstravia border with no established supply lines.



Appendix F
Interagency Scenario Refugee Crisis Exercise Role Briefs

The following pages present briefs for the role players' within the interagency exercise:

1. Military logistics officer.
2. Military medical logistics officer.
3. Military police officer.
4. Military information support operations officer.
5. Military civil affairs officer.
6. U.S. State Department.
7. United States Agency for International Development.
8. United Nations High Commissioner for Refugees.
9. European Relief Non-governmental Organization.
10. Pro-Anstravia Non-governmental Organization.

Military Logistics Officer - Role Brief

Professional Background. You are a Major with 12 years experience in the U.S. Army as a logistics officer. The last year has been with the Joint Staff, and before that, you were at Bagram Airfield near Kabul in the Division logistics cell. You also spent two years in Iraq at the Battalion and Brigade level.

Backstory. The UNHCR office in Geneva reported that a civil war broke out in Moldabar in November of 2012. It was tied to long-standing ethnic, economic, and political tensions between Arads and Marzins. The Marzins were primarily responsible: After a Marzin assassinated the Deputy Prime Minister (an Arad), Marzins began fleeing toward Anstravia. With Anstravian security patrols - primarily consisting of Broms unwilling to admit them - refugees began pooling along the Moldabar/Anstravia border. Approximately 8,000 refugees are scattered along its entire 26-mile length, and the only key resource available is potable water.

Your Mission. Provide logistic support to U.S. civil affairs, military logistics and security in Anstravia and Moldabar. You have been sent to the area, with no previous experience there, as this complex humanitarian emergency was breaking. You've been tasked with distribution of the supplies below. You have received basic background information about the region, but are having to rely on others - including interagency partners - to learn the specifics. Your duties include:

- Serving as a meeting participant (*not* the leader) for the main interagency meeting(s) on the Anstravian refugee emergency.
- Briefing the interagency task force about ground and air transportation route conditions derived from U.S. military observations and reconnaissance assets.
- Briefing the interagency task force about staging areas.
- Coordinating the U.S. military's ground and air transport assets with U.N. and NGO humanitarian needs.
- Briefing the humanitarian relief agencies and U.N. about supplies the U.S. government is willing to provide.

Your Interests. You are primarily concerned with distributing U.S. government aid to refugees. You do not want any military personnel endangered by the frivolous needs of humanitarian organizations, particularly the need to promote their efforts to donors through safe transport via military convoys in order to conduct photo opportunities. You also do not want any U.S. personnel to be put in harm's way. You are concerned with using government resources efficiently, keeping the refugees as safe as possible, and getting aid to them in a timely manner.

If using helicopters for cargo transport, you want to drop cargo slung in nets underneath your helicopters because:

- It is safer than landing and unloading loads in the cargo bay because crowds may swarm the aircraft.
- It is very efficient because larger loads can be underslung than can be stored in the cargo area inside the helicopter.
- It is safer than transport via convoy because roads in the area are known to have criminals/terrorists on them.
- The road is in *very* bad condition and your intelligence says it is not passable in some points.

Existing Regional Contacts, Resources, and Supplies. Your existing resources include the *UNHCR Handbook*, a map of the area, as well as:

- Two U.S. embassy staffers in the Anstravian capital (*not present* at today's meeting).
- Two U.S. embassy staffers in the Moldabar capital (*not present* at today's meeting).
- Four U.S. military advisors with general Eastern European expertise (*present* at today's meeting).
- One USAID field representative with general economic expertise (*present* at today's meeting).
- One U.S. Dept. of State representative with Balkan political expertise (*present* at today's meeting).

Supplies. You can provide 2,000 gallons of potable water, 5,760 meals-ready-to-eat, and 100 ten-man tents immediately with probable resupply of all three elements weekly. Since you operate at the Joint level, you can task nearby commands to provide the following assets including:

- One C130 cargo aircraft which can only land at major airports. C130s have large American flags and U.S. Army markings on the outside fuselage, on the tail, and on the fuselage's undercarriage. C130s can fly day and night in all weather conditions.
- Two Chinook helicopters. These have similar markings and flying conditions as C130s. Chinooks can land on rough, ungraded surfaces such as grassy fields.
- One Heavy Expanded Mobility Tactical truck. The Heavy Expanded Mobility Tactical truck is an eight wheel drive all-terrain vehicle, essentially a military tractor trailer. It can carry around 1,000 pounds of cargo and can drive from Italy to the Moldabar/Anstravian border in 6 hours. It has a large American flag and Army insignia on both sides.
- Two Humvees. Humvees can carry four personnel with an additional 250 pounds of cargo. They can drive from Italy to the Moldabar/Anstravian border in 5 hours. Each has a large American flag and Army insignia on both sides.

Military Medical Logistics Officer - Role Brief

Professional Background. You are a Major with 10 years experience in the U.S. Army as a medical logistics specialist. Two of those years have been at Bagram Airfield near Kabul on the general staff and two years have been in Africa, as a Captain in a battalion task force.

Backstory. The UNHCR office in Geneva reported that a civil war broke out in Moldabar in November of 2012. It was tied to long-standing ethnic, economic, and political tensions between Arads and Marzins. The Marzins were primarily responsible. After a Marzin assassinated the Deputy Prime Minister (an Arad), Marzins began fleeing toward Anstravia. With Anstravian security patrols - primarily consisting of Broms unwilling to admit them - refugees began pooling along the Moldabar/Anstravia border. Refugees are now scattered along its entire 26-mile length, with only potable water as a key resource available. There are approximately 8,000 refugees.

Your Mission. Provide medical aid to the refugees on the border (to include supplies and medical personnel if needed) and advise medical personnel if necessary. You have been sent to Anstravia as this complex humanitarian emergency was breaking. You came from the nearby country of Lovinia where you have been coordinating training for their army in first aid and battlefield medicine. You have received basic background information about this region, but are having to rely on others – including interagency partners – to learn the specifics. Your additional duties include:

- Serving as a meeting participant for the main interagency meeting(s) on the Anstravian refugee emergency.
- Appraising the interagency task force about medical conditions impacting refugee relief derived from U.S. military observations and reconnaissance assets.
- Coordinating the U.S. military's medical assets with U.N. and NGO humanitarian needs.

Your Interests. You know that malnutrition and cholera are frequent problems in refugee camps. You are especially worried about diseases in children that are caused by poor sanitation. Children have high susceptibility to a wide range of diseases, especially in cramped living conditions with poor sanitation. Some medicines for treating these diseases require refrigeration. If the medicines are transported or stored without refrigeration for periods up to 5 hours, the medicines will become ineffective.

Existing Regional Contacts, Resources, and Supplies. Your existing resources include the *UNHCR Handbook*, a map of the area, as well as:

- Two U.S. embassy staffers in the Anstravian capital (*not present* at today's meeting).
- Two U.S. embassy staffers in the Moldabar capital (*not present* at today's meeting).
- Four U.S. military advisors with general Eastern European expertise (*present* at today's meeting).
- One USAID field representative with general economic expertise (*present* at today's meeting).
- One U.S. Dept. of State representative with Balkan political expertise (*present* at today's meeting).

Supplies. In the first two weeks, you can provide 10 medical personnel, 100 emergency kits for general problems (e.g. not cholera), and cholera inoculations for up to 500 people. The 10 medical personnel have the capability to train both host nation armies in basic sanitation and first aid, as well as cholera prevention and treatment. In the next four weeks, you hope to establish higher level medical care and resupply of emergency kits and inoculations.

Military Police Officer - Role Brief

Professional Background. You are a Major with 11 years experience in the U.S. Army in the Military Police (MP). You are a security officer at the Joint Staff level (J2). Two years of your service have been at Bagram Airfield near Kabul on the division staff and one other year has been in various countries in Africa at the battalion level, but as a Captain in a Regionally Aligned Brigade.

Backstory. The UNHCR office in Geneva reported that a civil war broke out in Moldabar in November of 2012. It was tied to long-standing ethnic, economic, and political tensions between Arads and Marzins. The Marzins were primarily responsible. After a Marzin assassinated the Deputy Prime Minister (an Arad), Marzins began fleeing toward Anstravia. With Anstravian security patrols - primarily consisting of Broms unwilling to admit them - refugees began pooling along the Moldabar/Anstravia border. Refugees are now scattered along its entire 26-mile length, with only potable water as a key resource available. There are approximately 8,000 refugees.

Your Mission. You are responsible for security for U.S. forces delivering humanitarian assistance. Second, you advise Anstravian and Moldabaran military and police in security procedures. Third, you provide security for other actors (e.g. NGOs, State Department) in the operational environment. You have been sent to Anstravia, with no previous experience there, as this complex humanitarian emergency was breaking. You have received basic background information about the region, but are having to rely on others - including interagency partners - to learn the specifics. Your activities are expected to include:

- Serving as a meeting participant for the main interagency meeting(s) on the Anstravian refugee emergency.
- Preventing the recruitment of refugees into armed groups/militias.
- Briefing the interagency task force about security conditions impacting refugee relief derived from U.S. military observations and reconnaissance assets.
- Coordinating the U.S. military's security assets with U.N. and NGO humanitarian needs.

Challenges.

- The NGOs are asking for security assistance; the borders are unsafe so the humanitarian agencies are having trouble not only in terms of food delivery but also getting equipment and other material goods where they need to go.
- Terrorists groups in the area plan to target the new refugee camp in order to expand their powerbase by indoctrinating people in the area. The U.S. military will assist local police and armed forces to target organized crime heads in the area and deny their illegal activities which contribute to creating an unstable environment and might hamper UN efforts to set up the refugee camp.

Your Interests. You are interested in creating a safe and secure environment and mitigating the terrorism threat around the refugee camp. You are primarily concerned with protecting U.S. government and humanitarian workers from harm due to riots, swarming around supplies, criminal activity, and even armed groups. You do not want any military personnel endangered. You are especially concerned about a recent report regarding humanitarian workers promoting their efforts to donors and wanting safe transport via military convoys in order to conduct mere photo opportunities. You do not want the U.S. reputation to be hurt by heavy-handed tactics.

You are also concerned about the conduct of the Anstravian military against the refugees; you know many are corrupt and extort money and personal effects from Moldabaran refugees. You want the host government to be responsive to this problem. The country's government and military seem apathetic about helping with the most basic services. You also know that kidnapping people in this area has been seen as a lucrative activity in this area in the past. Both criminals and terrorists are in the area wanting to either make money or increase tensions to destabilize the region. The exploitation of internally displaced persons (IDPs) and refugees is a large concern; e.g., human trafficking, black market operations in the camp, recruitment into terrorist cells for a better living.

Existing Regional Contacts, Resources, and Supplies. Your existing resources include the *UNHCR Handbook*, as well as:

- Two U.S. embassy staffers in the Anstravian capital (*not present* at today's meeting).
- Two U.S. embassy staffers in the Moldabar capital (*not present* at today's meeting).
- Four U.S. military advisors with general Eastern European expertise (*present* at today's meeting).
- One USAID field representative, with general economic expertise (*present* at today's meeting).
- One U.S. Dept. of State representative, with Balkan political expertise (*present* at today's meeting).

Your knowledge resource: You have intelligence about the condition of the roads, criminal activity in the area, and an increasing number of incidents and aggressive events in the area. You have concern that aggressive events might slow down the international community and the humanitarian operators.

Supplies. You have been given tactical control (TACON) over 40 security personnel, a 4-person platoon HQ and three MP squads. Each squad has four three-man teams and four vehicles. Each has sidearms, personal and crew served weapons, and ammunition. You also have 4 Humvees. Each Humvee has a range to get from the Moldabaran capital to the problematic border and back again where fuel resupply is available.

Military Information Support Operations (MISO) Officer - Role Brief

Professional Background. You are a Captain in the U.S. Army with 9 years of experience. Five years were spent in the U.S., four years were spent in Iraq and Afghanistan. Psychological operations (PsyOps) has been your interest since high school and you joined the branch two years ago after your company command time. You have a particular interest in the intersection of PsyOps and Public Affairs, and recently were assigned to a regionally aligned brigade.

Backstory. The UNHCR office in Geneva reported that a civil war broke out in Moldabar in November of 2012. It was tied to long-standing ethnic, economic, and political tensions between Arads and Marzins. The Marzins were primarily responsible. After a Marzin assassinated the Deputy Prime Minister (an Arad), Marzins began fleeing toward Anstravia. With Anstravian security patrols - primarily consisting of Broms unwilling to admit them - refugees began pooling along the Moldabar/Anstravia border. Refugees are now bunched in groups along a short, 10-mile stretch, with only rice as a key resource available. There are approximately 5,000 refugees.

Your Mission. Your commander's guidance is for you to dissuade refugees from joining Moldabar's Marzin militias that are recruiting heavily in refugee camps. You have been sent to Anstravia, with no previous experience there, as this complex humanitarian emergency was breaking. You have received basic background information about the region while on assignment in Europe. You know something of the inter-ethnic tensions. Your peripheral duties include:

- Serving as a meeting participant for the main interagency meeting(s) on the Anstravian refugee emergency.
- Briefing the interagency task force, represented at this meeting, about psychological operations capabilities and opportunities as interests and actions of the Moldabar People's Revolutionary Force (MPRF) are considered.
- Gathering information to be used by the Public Affairs Officers (PAOs) as news of the relief effort is released. This would include first-hand perspectives from refugee leaders.

Related tasks include:

- Reporting back to your commanding officer.
- Advising the interagency task force on methods to address terrorist groups that might emerge in the area.

Your Interests. Military units and some governmental entities actively deploy PsyOps capabilities, in the hopes of understanding local socio-psychological interests and to help create favorable public opinion about military operations within a particular conflictive or post-conflictive environment. While with the 324th Psychological Operations Company in Anbar Province, your work had focused on assessing the interplay of Shi'a and Sunni religious leaders. Your later work in Afghanistan led to a particular interest in tracing the activities of bandits and criminals, and you fully expect that such activities will take place in and near emergent refugee camps in Anstravia. Your previous work has led you to believe that dependency is a common problem for refugees, and you are very concerned that this might happen with the Marzins flooding in. You have based many of your opinions on what happened with the Kurds in the early 1990s, through Operation Provide Comfort I and II, as this played out in Iraq.

Existing Regional Contacts, Resources, and Supplies. Your existing resources include the UNHCR Handbook, as well as:

- Two U.S. embassy staffers in the Anstravian capital (*not present* at today's meeting).
- Two U.S. embassy staffers in the Moldabar capital (*not present* at today's meeting).
- Four U.S. military advisors with general European expertise (*present* at today's meeting).
- One USAID field representative with general economic and agricultural expertise (*present* at today's meeting).
- One U.S. Department of State representative with socio-political expertise and recent experience in Anstravia (*present* at today's meeting).
- One U.N. representative from the UNHCR humanitarian/refugee relief section (*present* at today's meeting).
- The head of the local NGO, Pro Anstravia (*present* at today's meeting).
- The head of the international NGO, European Relief (*present* at today's meeting).

Supplies. You have access to three old Army jeeps - brought to Anstravia years before - which could be fitted with loudspeakers, enabling relief personnel to travel camp-to-camp broadcasting messages of support to the refugees. Specific news updates, of general interest to refugees and camp workers alike, also could be shared in this way. You also have access to six laptop computers, which can readily be linked to the Landstuhl Medical Center in Germany if needed. You have translators and pre-recorded material to broadcast and the ability to record material and/or distribute pamphlets or flyers.

Military Civil Affairs Officer - Role Brief

Professional Background. You are a U.S Army Major with 12 years experience who joined Civil Affairs (CA) 4 years ago, post-graduation. Three of those years were spent in Iraq at the height of the war in Anbar Province. While there, you were a CA Team Leader working to enhance communications with tribal elders. You were a liaison with the Anbar central government in Ramadi, as well as with the major tribal councils in Ramadi and Fallujah. Since then, you have been stationed in the small nation of Lovinia, in Eastern Europe. You are now the J9 (Joint Civil Affairs Officer) in theatre.

Backstory. The UNHCR office in Geneva reported that a civil war broke out in Moldabar in November of 2012. It was tied to long-standing ethnic, economic, and political tensions between Arads and Marzins. The Marzins were primarily responsible. After a Marzin assassinated the Deputy Prime Minister (an Arad), Marzins began fleeing toward Anstravia. With Anstravian security patrols - primarily consisting of Broms unwilling to admit them - refugees began pooling along the Moldabar/Anstravia border. Refugees are now scattered along its entire 26-mile length, with only potable water as a key resource available. There are approximately 12,000 of them.

Your Mission. Your mission is to help coordinate the responses of Anstravian and Moldabaran host nations, the United Nations, USAID, The State Department, and NGOs. You have been deployed to Anstravia, where you have no prior experience, from the neighboring country of Lovinia. While there, as a military advisor, you had focused on assisting the small Lovinian army in its attempts to upgrade its communications capabilities, especially with NATO troops stationed in nearby nations. You know a good deal about Anstravia and Moldabar given the time you've spent in Eastern Europe, and are aware of the inter-ethnic tensions that exist. Your additional duties include:

- Serving as a meeting participant for the main interagency meeting(s) on the Anstravian refugee emergency.
- Helping assess the demographic situation, i.e., numbers of Marzin refugees at the border and numbers of aid agency personnel of various types immediately available.
- Helping plan and coordinate the initial relief effort, with special attention to communication channels (both internal and external to Anstravia), supplies, and their functionality.

Related tasks include:

- Reporting back to your commanding officer, a U.S. Army colonel stationed in Lovinia.
- Helping draft the initial needs assessment for refugees on the border.

Your Interests. You are primarily concerned with the proper collection of demographic data, the rapid assessment of communication opportunities to benefit the immediate relief effort, and smooth inter-agency communications as the various agencies and organizations wrestle with on-site operations. Your approach to communications is more sociological than technological.

Having worked jointly with civilians, military specialists, and indigenous citizens through the Civil Affairs Group (CAG) in Iraq, you are aware that intra-group tensions can exist among a team of diverse relief personnel, but that successful cooperation in conflictive environments is possible. Having encountered many internally displaced persons (IDPs) in Iraq, you are somewhat familiar with IDP/refugee issues. You want to demonstrate a "peaceful presence" to the Marzin refugees, as well as to the Anstravian and Moldabaran citizens living along the border.

Existing Regional Contacts, Resources, and Supplies. Your existing resources include the *UNHCR Handbook*, as well as:

- Two U.S. embassy staffers in the Anstravian capital (*not present* at today's meeting).
- Two U.S. embassy staffers in the Moldabar capital (*not present* at today's meeting).
- Four U.S. military advisors with general European expertise (*present* at today's meeting).
- One USAID field representative with general economic and agricultural expertise (*present* at today's meeting).
- One U.S. Department of State representative with socio-political expertise and recent experience in Anstravia (*present* at today's meeting).
- One U.N. representative from the UNHCR humanitarian/refugee relief section (*present* at today's meeting).
- The head of the local NGO, Pro Anstravia (*present* at today's meeting).
- The head of the international NGO, European Relief (*present* at today's meeting).

Supplies. You immediately can provide 100 sets of walkie-talkies, 100 cellphones, 10 standard radios, 10 satellite radios, and 10 laptop computers with Skype capability. Message encryption is not possible.

U.S. Department of State - Role Brief

Professional Background. You are the Political Affairs officer who has been working at the U.S. Embassy in Anstravia for the past year. You got your initial training at Georgetown University. You have worked in quite a few countries in the course of your State Department (DoS) career, but haven't had a lot of experience with humanitarian emergencies or internally displaced persons (IDPs). You report to the U.S. Ambassador to Anstravia, a career Foreign Service Officer, who has been in her post for several years. You have strong skills in both the political and cultural domains, and you requested Anstravia as your next post because you wanted to learn about this part of Eastern Europe.

Backstory. The UNHCR office in Geneva reported that a civil war broke out in Moldabar in November of 2012. It was tied to long-standing ethnic, economic, and political tensions between Arads and Marzins. The Marzins were primarily responsible. After a Marzin assassinated the Deputy Prime Minister (an Arad), Marzins began fleeing toward Anstravia. With Anstravian security patrols - primarily consisting of Broms unwilling to admit them - refugees began pooling along the Moldabar/Anstravia border. Refugees are now scattered along a 10-mile stretch of the border, with some potable water as a key resource available. There are approximately 10,000 refugees.

Your Current Charge. You have been sent from the capital of Anstravia as this complex humanitarian emergency was breaking. You know that the Embassy in Moldabar hasn't been able to send a representative to this set of meetings so, at the request of your Ambassador, you are going to gather information for the Moldabar mission, too. Your specific charge includes:

- Serving as DoS representative for Anstravia for the main interagency meeting(s) on the Anstravian refugee emergency.
- Providing background historical/socio-cultural/demographic information that others at the meeting may not know.
- Representing your Ambassador's perspective - which is that the refugees should be sent back to Moldabar and reintegrated as soon as they can safely return.
- Helping assess the initial problem assessment for the interagency team, though you do not know much about the details yet.
- Helping plan and coordinate the initial relief effort.

Related tasks include:

- Reporting back to your Ambassador in Anstravia, who will report to the U.S. Ambassador to Moldabar.
- Helping other interagency teammates with diplomacy-related questions.
- Discouraging any attempt to make the camp more than a short-term intervention.
- Providing information on geography/road/other infrastructure that might help with the relief effort.

Your Interests. Your Ambassador is primarily concerned with how to avoid making this humanitarian intervention turn into a long-term dynamic event, and with having the refugees return to Moldabar. Your Ambassador knows that the Anstravian government does not want to have the refugees become immigrants to Anstravia, wants to avoid armed opposition groups from recruiting in them, and strongly prefers that the refugee camp and related resources be in Moldabaran territory. The goal is to work quickly toward peaceful reintegration of the refugees and restoration of the (somewhat tenuous) peace among the three Moldabaran ethnic groups. Human rights matter, and in your Ambassador's view, the Moldabaran government should uphold its responsibility to the Marzin minority in spite of political tensions. A diplomatic effort is the best solution, and that process will take time.

Existing Regional Contacts, Resources, and Supplies. Your existing resources include:

- The U.S. embassy staff in the Anstravian capital (*not present* at today's meeting).
- An assistant political advisor at the U.S. embassy in the Moldabar capital (*not present* at today's meeting).
- The head of the international NGO, European Relief (*present* at today's meeting).
- The head of the local NGO, Pro Anstravia (*present* at today's meeting).
- Five U.S. military advisors with general Eastern European expertise (*present* at today's meeting).
- One USAID field representative with general economic expertise (*present* at today's meeting).
- One UN representative from the UNHCR humanitarian / refugee relief section of the United Nations (*present* at today's meeting).

Supplies. You have access to great maps of the region and can easily commission service providers from Anstravia – from drivers to teachers to carpenters – through your embassy connections. However, since your assignment is to keep Anstravia as uninvolved as possible (except through diplomatic efforts), you are reluctant to offer them. You have access to three 4-wheel drive vehicles equipped with radios which can travel to refugee camps.

U.S. Agency for International Development (USAID) - Role Brief

Professional Background. You are a USAID staffer who has been in Anstravia working on development projects for the past three years. You started out in the Peace Corps in Africa after your university studies ended 12 years ago, and Anstravia is the second country you have worked in since joining USAID. You also have some background working for NGOs, but always in the agricultural sector. Your work with USAID has involved managing contractors and being a liaison with host nationals receiving grants from the contractors, so you have had to learn a lot about fiscal management and monitoring and evaluation of projects.

Backstory. The UNHCR office in Geneva reported that a civil war broke out in Moldabar in November of 2012. It was tied to long-standing ethnic, economic, and political tensions between Arads and Marzins. The Marzins were primarily responsible. After a Marzin assassinated the Deputy Prime Minister (an Arad), Marzins began fleeing toward Anstravia. With Anstravian security patrols - primarily consisting of Broms unwilling to admit them - refugees began pooling along the Moldabar/Anstravia border. Refugees are now scattered along its entire 5-mile length, with some sacks of grain as a key resource available. There are approximately 7,500 refugees.

Your Current Charge. You have been sent from another part of Anstravia to serve as a development advisor for this complex humanitarian emergency. Your specific charge includes:

- Serving as USAID representative in Anstravia for the main interagency meeting(s) on the Anstravian refugee emergency.
- Providing background economic information that others at the meeting may not know.
- Representing USAID's perspective, which doesn't offer you a great deal of guidance except that they highly value always consulting with the local people - the stakeholders - and holding the goals of long-term development in mind.
- Helping assess the initial problem assessment for the interagency team.
- Helping plan and coordinate the initial relief effort.

Related tasks include:

- Reporting to the head USAID official in-country.
- Helping other interagency teammates with food/water-related questions and giving them a general sense of the skill levels of refugees.
- Providing information on geography/road/other infrastructure that might help with the relief effort.
- Being able to reach back to USAID's extensive resources and subject matter experts (SMEs) to facilitate problem solving, to include areas such as soil and crop analysis, and market development.

Your Interests. USAID takes a long view of problems and tries to keep in mind how decisions may have unintended consequences. USAID also supports community efforts and sustainability, so your efforts are directed at having helping refugees become as self-sufficient as possible so they don't develop a "dependency mentality." Refugees deserve respect and self-esteem, and the best way to ensure that is to let them be as self-reliant as possible. In fact, letting them supply their own camp (with external support if necessary) would be ideal.

You want to help with the refugee relief effort by offering what you can – information about local food resources, where water sources might be, etc. You aren't sure whether the refugee camp will be short-term or long-term, but know that it will be harmful if the camp is built in a slap-dash fashion and then turns into a permanent community, which you saw happen in Africa. It's important that the camp's infrastructure is developed for the long-term and that there's the option to transform it from a camp into an economically and socially viable village/community.

Existing Regional Contacts, Resources, and Supplies. Your existing resources include:

- Other USAID representatives in-country (*not present* at today's meeting).
- USAID resources at regional and Washington, DC offices.
- The U.S. Embassy staff in the Anstravian capital (*one of whom* is present at today's meeting).
- The head of the international NGO, European Relief (*present* at today's meeting).
- The head of the local NGO, called Pro Anstravia (*present* at today's meeting).
- Five U.S. military advisors with general Eastern European expertise (*present* at today's meeting).
- One senior Dept. of State representative from the U.S. Embassy in Anstravia with political and cultural expertise (*present* at today's meeting).
- One UN representative from UNHCR, the humanitarian/refugee relief section of the United Nations (*present* at today's meeting).

Supplies. You have access to some water purification equipment, but not on the scale that's needed. You know what kinds of foods are grown locally and can be resourced for the camp. You also know what the refugees' preferred diet is and what the dietary restrictions are, and know that the refugees will want some gathering places – including a meeting tent and a prayer tent. You can have seeds and tools sent to the site to help the refugees start community gardens and do other self-help projects, including a bit of animal husbandry (chickens, goats, if resources permit). You have a lot of small business know-how that can be marshaled to help refugees plan livelihoods so they can be at least partially self-sustaining.

UNHCR - Role Brief

Professional Background. You are a mid-level United Nations High Commissioner for Refugees (UNHCR) field representative with 10 years experience. Six of those years have been as a logistics specialist and four have been in the field - two in East African refugee camps and two in Eastern European cities - where you were a refugee relief liaison. You have an M.A. in International Development from Tufts University, with a certificate in humanitarian assistance.

Backstory. The UNHCR office in Geneva reported that a civil war broke out in Moldabar in November of 2012. It was tied to long-standing ethnic, economic, and political tensions between Arads and Marzins. The Marzins were primarily responsible. After a Marzin assassinated the Deputy Prime Minister (an Arad), Marzins began fleeing toward Anstravia. With Anstravian security patrols - primarily consisting of Broms unwilling to admit them - refugees began pooling along the Moldabar/Anstravia border. Refugees are now scattered along its entire 10-mile length, with only one source of potable water as a key resource available. There are approximately 8,000 of them.

Your Current Charge. You have been sent to Anstravia, with no previous experience there, as this complex humanitarian emergency was breaking. You have received basic background information about the region, but are having to rely on others - including interagency partners - to learn the specifics. Your specific charge includes:

- Serving as a meeting leader for the main interagency meeting(s) on the Anstravian refugee emergency.
- Coordinating the initial problem assessment for the U.N. and the interagency team, using data that team members have available.
- Coordinating the initial refugee processing.
- Coordinating the initial relief effort.

Related tasks include:

- Coordinating the write-up of the initial work plan for early relief and role assignments, and sending this to U.N. headquarters.
- Coordinating the set-up of the "refugee help desk."
- Coordinating the establishment of the initial external communication channels.

Your Interests. You are primarily concerned with saving lives and providing emergency humanitarian assistance to at-risk refugees. Your agency is opposed to wasted effort caused by failure to plan or communicate adequately. You take pride in your meeting facilitation skills. You are tasked with trying to prevent any civilian personnel to be endangered by Anstravians or Moldabarans. You want to be sure that the DoS representative at this meeting is working on getting assurances from Anstravian government representatives of safe passage for humanitarians.

Existing Regional Contacts, Resources, and Supplies. Your existing resources include the *UNHCR Handbook* as well as:

- Two U.S. embassy staffers in the Anstravian capital (*not present* at today's meeting).
- Two U.S. embassy staffers in the Moldabar capital (*not present* at today's meeting).
- Two U.N. staff members from a neighboring Eastern European post (*not present* at today's meeting).
- The head of the international NGO, European Relief (*present* at today's meeting).
- The head of the local NGO, Pro Anstravia (*present* at today's meeting).
- Five U.S. military advisors with general Eastern European expertise (*present* at today's meeting).
- One USAID field representative with general economic expertise (*present* at today's meeting).
- One U.S. Dept. of State representative with Balkan political expertise (*present* at today's meeting).

Supplies. You have access to a supply of 675 six man heavy-duty canvas UNHCR tents that will accommodate up to 4,050 people if each is fully occupied. You do not, however, have access to aircraft which could transport them to this remote area.

European Relief (international NGO) - Role Brief

Professional Background. You are a senior staffer for a large international non-governmental organization (NGO) called European Relief. You just flew into Anstravia from Prague to deal with this emergency. You have been working a fair amount in Eastern Europe in the past few years because there have been more humanitarian issues arising there. You are originally from Belgium, but have spent so much time in other European countries that you feel like you belong to all of them. You have worked with the United Nations before on humanitarian emergencies, and you like their “cluster” focus where interagency people focus on what they are good at and leave the rest to others.

Backstory. The UNHCR office in Geneva reported that a civil war broke out in Moldabar in November of 2012. It was tied to long-standing ethnic, economic, and political tensions between ethnic Arads and Marzins. The Marzins were primarily responsible. After a Marzin assassinated the Deputy Prime Minister (an Arad), Marzins began fleeing toward Anstravia. With Anstravian security patrols - primarily consisting of Broms unwilling to admit them - refugees began pooling along the Moldabar/Anstravia border. Refugees are now scattered along a 5-mile stretch, with only non-potable water and arable land as key resources available. There are approximately 10,000 refugees.

Your Current Charge. You have been sent from your regional headquarters to contribute to the humanitarian relief effort for this complex humanitarian emergency. Your specific charge includes:

- Serving as European Relief representative for Anstravia for the main interagency meeting(s) on the Anstravian refugee emergency.
- Filling in the gaps - providing resources/supplies that other interagency partners don't have available, but not providing anything that another agency can easily provide (you are charged with providing resources only as necessary).
- Helping assess the initial problem assessment for the interagency team.
- Helping plan and coordinate the initial relief effort.

Related tasks include:

- Reporting to your agency's regional headquarters in Prague and main headquarters in London.

Your Interests. Your agency wants to avoid duplication of effort and “turf wars”/power struggles among interagency partners. Given the numerous demands for humanitarian relief in the world, your agency opposes resources wasted or agencies focusing on their own issues at the expense of victims they are there to serve. It has witnessed many emergencies that weren't handled very well: Often the food that's donated to refugees is not what they are used to eating, and may even be considered inedible or worse, incompatible with religious or ethnic dietary restrictions. Your agency is still haunted by the Pakistan earthquake, when Western backpacking-style tents were given to victims, who were accustomed to cooking indoors. Some families were killed by accidents involving cook-stoves causing fires or caustic fumes inside such tents.

Relief should be needs-driven and culturally appropriate, not a product of what agencies have on hand to give away. Your agency works to avoid political thinking and instead focus on humanitarian needs without regard to who or what is responsible for creating the crisis. It does not like military personnel in or near refugee camps. In European Relief's experience, refugees often have a lot of psychological/emotional problems and are traumatized. The refugees cannot be expected to do a lot for themselves until they have a chance to recover from the shock of their escape from danger.

You prefer the military NOT being involved with refugees directly, but realize they may be needed for security and support roles. If the military's cargo transport vehicles are needed, you want to use the trucks and deliver the supplies yourself because:

- It is safer because once you saw people literally be killed by air drops when refugees swarmed the area and the drop crushed people as they ran for the items.
- You can arrange for a convoy of trucks to get supplies in by your people as well as other NGO organizations.

Existing Contacts, Resources, and Supplies. Your existing resources include:

- One USAID representative in-country (*present* at today's meeting).
- The head of the local NGO, Pro Anstravia (*present* at today's meeting).
- Five U.S. military advisors with general Eastern European expertise (*present* at today's meeting).
- One senior Dept. of State representative from the U.S. Embassy in Anstravia with political and cultural expertise (*present* at today's meeting).
- One UN representative from the UNHCR (*present* at today's meeting).

Supplies. You have access to 1,000 thermal blankets, limited medical supplies, 5 medical personnel, 1,000 cooking pots and utensils, soap and dry storage bags for roughly 1,000 refugees. You will offer them only if other agencies don't have these resources available to offer.

Pro Anstravia (local NGO) - Role Brief

Professional Background. You are the head of a small non-governmental organization (NGO) called Pro Anstravia. Your NGO focuses on protecting women and children from domestic violence and running orphanages for homeless children. You have a university degree in social development and you used to work in the Human Services Ministry of Anstravia's government. Communicating empathically with traumatized people in your region is one of your strengths; people of this region trust you.

Backstory. The UNHCR office in Geneva reported that a civil war broke out in Moldabar in November of 2012. It was tied to long-standing ethnic, economic, and political tensions between Arads and Marzins. The Marzins were primarily responsible. After a Marzin assassinated the Deputy Prime Minister (an Arad), Marzins began fleeing toward Anstravia. With Anstravian security patrols - primarily consisting of Broms unwilling to admit them - refugees began pooling along the Moldabar/Anstravia border. Refugees are now scattered along its entire 5-mile length, with only some goats some families brought with them as a key resource available. There are approximately 8,000 refugees.

Your Current Charge. You represent Pro Anstravia in the humanitarian relief effort for this complex humanitarian emergency. The government of Anstravia has invited you to attend the meetings for this interagency humanitarian relief effort because it involves a lot of women and children and because the Anstravian government wants to communicate that Anstravians need to be included in all planning that affects their territory and borders. Your specific charge includes:

- Serving as a key NGO representative for Anstravia in the main interagency meeting(s) on the refugee emergency.
- Providing information on socio-cultural dynamics and probable emotional needs of refugees, with emphasis on women and children.
- Helping assess the initial problem with the interagency team.
- Helping plan and coordinate delivery and distribution of supplies for the initial relief effort, with an emphasis on what's appropriate for people of this region (for instance, you know they don't like their tents set up in lines – they prefer clusters that represent affinity groups).

Related tasks include:

- Reporting informally to Anstravian government representatives.
- Reporting to other NGOs in your network.
- Advising other interagency workers on how to talk to refugees in a culturally appropriate way (especially across gender lines and especially about abuse/trauma issues).

Your Interests. While there are plenty of Marzins - the ethnic group of the vast majority of the refugees - in Anstravia, these refugees are actually from Moldabar. Because Pro Anstravia works on behalf of Anstravia, not Moldabar, you are a little unsettled to be here. Nevertheless, your agency's main mission is compassion for suffering human beings, so you plan to do your best on behalf of these refugees. You are a Brom, and recognize that's what most of the Anstravian security patrols consist of and that fellow Broms have physically prevented refugees from penetrating Anstravian territory and are disliked. On behalf of Pro Anstravia, you plan to work extra hard to win the trust of refugees, and are confident that you can do it. As for all of the international interagency representatives at this meeting - including the preponderance of U.S. military personnel - you are concerned that they might have an agenda that has to do with U.S. government policy, and you know from experience that that might or might not be congruent with local values and needs.

Your agency's perspective is that here are a lot of foreign aid workers who fail to understand the "cultural terrain" where they're working and make serious mistakes because they don't consult enough with the people they're trying to help. For instance, the international aid community assumed that male combatants were the most traumatized in Kosovo, and that it took years to figure out that women who had been raped during the conflict had much more serious post-traumatic stress symptoms than the men. Careful local assessments are what is needed, not leaping to conclusions based on imported ideas and other contexts.

Existing Contacts, Resources, and Supplies. Your existing resources include:

- One USAID representative in-country (*present* at today's meeting).
- The U.S. Embassy staff in the Anstravian capital (*one of whom* is present at today's meeting).
- The head of the international NGO, European Relief (*present* at today's meeting).
- Five U.S. military advisors with general Eastern European expertise (*present* at today's meeting).
- One senior Dept. of State representative from the U.S. Embassy in Anstravia with political and cultural expertise (*present* at today's meeting).
- One UN representative from United Nations High Commissioner for Refugees (UNHCR), the humanitarian / refugee relief section of the United Nations (*present* at today's meeting).

Supplies. You have access to social workers and consulting psychologists. Your supplies are limited to hygiene products for women and girls, sewing machines/kits, looms, toys for children, and donated clothing and shoes. You know a lot about what will make a newly built camp feel less alienating to people of this region. The refugees will want a communal washing place (one per gender), gathering places for meetings, tent clusters rather than rows, the ability to bake bread, etc., but you do not have the resources yourself to make this happen.

Appendix G
Guidelines for Relations Between U.S. Armed Forces and
Nongovernmental Humanitarian Organizations

This appendix contains a copy of the guidelines put forth by the Institute of Peace and developed by the Department of Defense and nongovernmental organizations which “address how the U.S. military and U.S. nongovernmental organizations should behave towards each other in non-permissive environments ...” (United States Institutes of Peace, 2007, July). The rationale for the guidelines can be found at:

United States Institute of Peace (2007, July). Guidelines for Relations Between U.S. Armed Forces and NGHOs in Hostile or Potentially Hostile Environments. Retrieved from <http://www.usip.org/publications/guidelines-relations-between-us-armed-forces-and-nghos-in-hostile-or-potentially>

For the Group Discussion: Understanding Civilian and Military Differentiation of Roles in Module 2, Lesson 2 Agency Cultures it would be helpful to make copies of the guidelines for the students to read and comment on. The original guidelines can be found at:

United States Institute of Peace (2007, July). Guidelines for Relations Between U.S. Armed Forces and NGHOs in Hostile or Potentially Hostile Environments. Retrieved from http://www.usip.org/sites/default/files/guidelines_handout.pdf

G

U N D E R L I N E S

for Relations Between U.S. Armed Forces and Non-Governmental Humanitarian Organizations in Hostile or Potentially Hostile Environments

On March 8, 2005, the heads of major U.S. humanitarian organizations and U.S. civilian and military leaders met at the U.S. Institute of Peace (USIP) to launch a discussion on the challenges posed by operations in combat and other nonpermissive environments. The Working Group on Civil-Military Relations in Nonpermissive Environments, facilitated by USIP, was created as a result of this meeting.

InterAction, the umbrella organization for many U.S. NGOs, has coordinated the non-governmental delegation.¹ Representatives from the Department of Defense, the Joint Chiefs of Staff, the State Department, and the U.S. Agency for International Development have participated on behalf of the U.S. Government.

Recommended Guidelines

The following guidelines should facilitate interaction between U.S. Armed Forces and Non-Governmental Organizations (see Key Terms) belonging to InterAction that are engaged in humanitarian relief efforts in hostile or potentially hostile environments. (For the purposes of these guidelines, such organizations will henceforth be referred to as Non-Governmental Humanitarian Organizations, or NGOs.) While the guidelines were developed between the Department of Defense (DOD) and InterAction, DOD intends to observe these guidelines in its dealings with the broader humanitarian assistance community. These guidelines are not intended to constitute advance endorsement or approval by either party of particular missions of the other but are premised on a de facto recognition that U.S. Armed Forces and NGOs have often occupied the same operational space in the past and will undoubtedly do so in the future. When this does occur, both sides will make best efforts to observe these guidelines, recognizing that operational necessity may require deviation from them. When breaks with the guidelines occur, every effort should be made to explain what prompted the deviation in order to promote transparency and avoid distraction from the critical task of providing essential relief to a population in need.

A. For the U.S. Armed Forces, the following guidelines should be observed consistent with military force protection, mission accomplishment, and operational requirements:

1. When conducting relief activities, military personnel should wear uniforms or other distinctive clothing to avoid being mistaken for NGO representatives. U.S. Armed Forces personnel and units should not display NGO 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. U.S. Armed Forces may use such symbols on military clothing, vehicles, and equipment in appropriate situations.
2. Visits by U.S. Armed Forces personnel to NGO sites should be by prior arrangement.
3. U.S. Armed Forces should respect NGO views on the bearing of arms within NGO sites.
4. U.S. Armed Forces should give NGOs the option of meeting with U.S. Armed Forces personnel outside military installations for information exchanges.
5. U.S. Armed Forces should not describe NGOs as "force multipliers" or "partners" of the military, or in any other fashion

that could compromise their independence and their goal to be perceived by the population as independent.

6. U.S. Armed Forces personnel and units should avoid interfering with NGO relief efforts directed toward segments of the civilian population that the military may regard as unfriendly.
7. U.S. Armed Forces personnel and units should respect the desire of NGOs not to serve as implementing partners for the military in conducting relief activities. 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 NGO community at large, NGO representatives, or public perceptions of their independence.

B. For NGOs, the following guidelines should be observed:

1. NGO personnel should not wear military-style clothing. This is not meant to preclude NGO personnel from wearing protective gear, such as helmets and protective vests, provided that such items are distinguishable in color/appearance from U.S. Armed Forces issue items.
2. NGO travel in U.S. Armed Forces vehicles should be limited to liaison personnel to the extent practical.
3. NGOs should not have facilities co-located with facilities inhabited by U.S. Armed Forces personnel.
4. NGOs should use their own logos on clothing, vehicles, and buildings when security conditions permit.
5. NGO personnel's visits to military facilities/sites should be by prior arrangement.
6. Except for liaison arrangements detailed in the sections that follow, NGOs should minimize their activities at military bases and with U.S. Armed Forces personnel of a nature that might compromise their independence.
7. NGOs 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 to NGOs rests solely within the discretion of the military forces and will not be undertaken if it interferes with higher priority military activities. Support generally will be provided on a reimbursable basis in accordance with applicable U.S. law.

C. Recommendations on forms of coordination, to the extent feasible, that will minimize the risk of confusion between military and NGO roles in hostile or potentially hostile environments, subject to military force protection, mission accomplishment, and operational requirements are:

1. NGO liaison officer participation in unclassified security briefings conducted by the U.S. Armed Forces.
2. Unclassified information sharing with the NGO liaison officer on security conditions, operational sites, location of mines and unexploded ordnance, humanitarian activities, and population movements, insofar as such unclassified information sharing is for the purpose of facilitating humanitarian operations and the security of staff and local personnel engaged in these operations.
3. Liaison arrangements with military commands prior to and during military operations to deconflict military and relief activities, including for the purpose of protection of humanitarian installations and personnel and to inform military personnel of humanitarian relief objectives, modalities of operation,

¹The InterAction delegation includes CARE, Catholic Relief Services, the International Medical Corps, the International Rescue Committee, Mercy Corps, Refugees International, Save the Children, and World Vision.



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and the extent of prospective or ongoing civilian humanitarian relief efforts.

4. Military provision of assistance to NGOs for humanitarian relief activities *in extremis* when civilian providers are unavailable or unable to do so. Such assistance will not be provided if it interferes with higher priority military activities.

2 Recommended Processes

A. Procedures for NGO/military dialogue during contingency planning for DOD relief operations in a hostile or potentially hostile environment:

1. NGOs engaged in humanitarian relief send a small number of liaison officers to the relevant combatant command for discussions with the contingency planners responsible for designing relief operations.
2. NGOs engaged in humanitarian relief assign a small number of liaison officers to the relevant combatant command (e.g., one liaison was stationed at U.S. CENTCOM for 6 of the first 12 months of the war in Afghanistan, and one was in Kuwait City before U.S. forces entered Iraq in 2003).
3. The relevant military planners, including but not limited to the Civil Affairs representatives of the relevant commander, meet with humanitarian relief NGO liaison officers at a mutually agreed location.

B. Procedures for NGOs and the military to access assessments of humanitarian needs. U.S. military and NGO representatives should explore the following:

1. Access to NGO and military assessments directly from a DOD or other U.S. Government Web site.
2. Access to NGO and military assessments through an NGO serving in a coordination role and identifying a common Web site.
3. Access to NGO and military assessments through a U.S. Government or United Nations (UN) Web site.

C. Procedures for NGO liaison relationships with combatant commands that are engaged in planning for military operations in hostile or potentially hostile environments. (NGO liaison personnel are provided by the NGO community):

1. The NGO liaison officer should not be physically located within the military headquarters, but if feasible should be close to it in order to allow for daily contact.
2. The NGO liaison officer should have appropriate access to senior-level officers within the combatant commands and be permitted to meet with them as necessary and feasible.
3. There should be a two-way information flow. The NGO liaison officer should provide details on NGO capabilities, infrastructure if any, plans, concerns, etc. The military should provide appropriate details regarding minefields, unexploded ordnance, other hazards to NGOs, access to medical facilities, evacuation plans, etc.
4. The NGO liaison officer should have the opportunity to brief military commanders on NGO objectives, the Code of Conduct of the International Federation of Red Cross and Red Crescent Societies (IFRC) and NGOs Engaged in Disaster Relief, the United Nations Inter-Agency Standing Committee (IASC) Guidelines, country-specific guidelines based on the IASC Guidelines, and, if desired, The Sphere Project Humanitarian Charter and Minimum Standards in Disaster Response. U.S. Armed Forces personnel should have the opportunity to brief NGOs, to the extent appropriate, on U.S. Government and coalition goals and policies, monitoring principles, applicable laws and rules of engagement, etc.

5. The NGO liaison officer could continue as a liaison at higher headquarters even after a Civil-Military Operations Center (CMOC) or similar mechanism is established in-country. Once this occurs, liaison officers of individual NGOs could begin coordination in-country through the CMOC for civil-military liaison.

D. Possible organizations that could serve as a bridge between NGOs and U.S. Armed Forces in the field, e.g., U.S. Agency for International Development's (USAID's) Office of Military Affairs, State Department's Office of the Coordinator for Reconstruction and Stabilization (S/CRS), and the UN's Humanitarian Coordinator:

1. If the U.S. Agency for International Development or the State Department's Office of the Coordinator for Reconstruction and Stabilization agree to serve a liaison function, they should be prepared to work with the broader NGO community in addition to U.S. Government implementing partners.
2. The UN's Humanitarian Coordinator or his/her representative could be a strong candidate to serve as liaison because he/she normally would be responsible for working with all NGOs and maintaining contact with the host government or a successor regime.

Key Terms

Non-Governmental Organizations (NGOs): In wider usage, the term NGO can be applied to any nonprofit organization that is independent from government. However, for the purposes of these guidelines, the term NGO refers to 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. (JP 3-08/JP 1-02)

Non-Governmental Humanitarian Organizations (NGHOs): For the purposes of these guidelines, NGHOs are organizations belonging to InterAction that are engaged in humanitarian relief efforts in hostile or potentially hostile environments. NGHOs are a subset of the broader NGO community.

Independence for NGHOs: Independence is defined in the same way as it is in the Code of Conduct of the International Federation of Red Cross and Red Crescent Societies (IFRC) and NGOs Engaged in Disaster Relief: Independence is defined as not acting as an instrument of government foreign policy. NGHOs are agencies that act independently from governments. NGHOs therefore, formulate their own policies and implementation strategies and do not seek to implement the policy of any government, except insofar as it coincides with their own independent policies. To maintain independence, NGHOs will never knowingly—or through negligence—allow themselves, or their employees, to be used to gather information of a political, military, or economically sensitive nature for governments or other bodies that may serve purposes other than those that are strictly humanitarian, nor will they act as instruments of foreign policy of donor governments.

InterAction: InterAction is the largest coalition of U.S.-based international development and humanitarian nongovernmental organizations. With over 165 members operating in every developing country, InterAction works to overcome poverty, exclusion, and suffering by advancing basic dignity for all.

² In situations in which there is no actor to serve as a bridge, a U.S. military Civil Affairs cell could serve as a temporary point-of-contact between NGHOs and other elements of the U.S. Armed Forces.

Appendix H

A Tool for Perspective-taking: The Ladder of Inference

While interacting with interagency partners, it is important to check your thinking to make sure you are making sound inferences and judgments. The Ladder of Inference is a way of understanding thinking processes and how quickly we go from observable data to subjective judgments based on our experience and biases, and often from judgment to action. You can use the Ladder of Inference to identify where you made assumptions that may or may not be true, and thus do a better job with perspective-taking.

You can use the Ladder to:

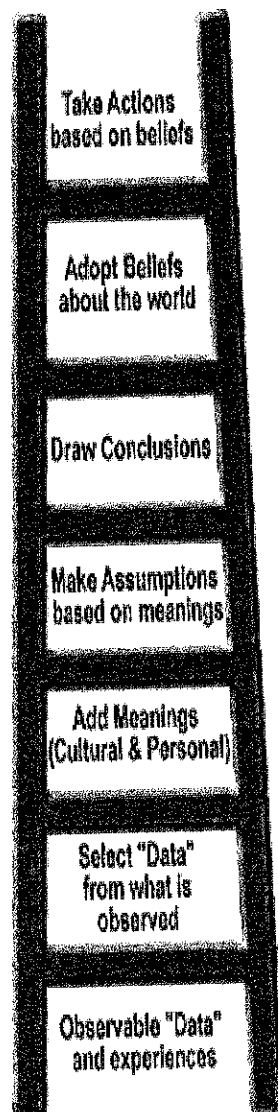
- Check your assumptions by asking questions of your interagency partner(s) with whom you are communicating.
- Investigate your initial and other hypotheses.
 - E.g., asking yourself “Could I be wrong?”
 - If so, what else might be going on?”
- Practice perspective-taking skills.

INDIVIDUAL ACTIVITY: Using the Ladder of Inference
Module 1 Lesson 3 (Relationships and Their Consequences) contains a Final Activity for the students which will provide them hands-on experience using the Ladder of Inference. The explanation and description of the Ladder of Inference and the activity is provided on the next two pages of this Appendix for easy copying.

INDIVIDUAL ACTIVITY: Using the Ladder of Inference

This activity will provide you experience in using the Ladder of Inference. The first step of the activity is to remember or identify a situation where you regret an action you took. From the top 'rung' of the ladder, analyze your reasoning by reviewing your answers to the questions provided at each rung of the ladder. This will help you trace the facts and reality with which you were actually working. At each stage, ask yourself WHAT were you thinking and WHY. As you analyze each step, you may need to adjust your reasoning. For example, you may need to challenge some assumption or extend the field of data you initially selected. There is a good chance you didn't actually have all the data, but were working with some assumptions as if they were facts. The following questions help you work backwards.

From the TOP of the Ladder, ask yourself the following questions in order from 1-6:



1. What did I do? Are there other actions that I should have considered?
2. What belief led to that action? Was the belief well-founded?
3. Why did I draw that conclusion? Was the conclusion sound?
4. What was I assuming, and why? Are my assumptions valid?
5. What cultural or personal details from my background led me to this meaning?
6. What data did I choose to use and why? Did I select the data rigorously? What are the real facts that I should be using? Are there other facts I should consider?

Source: *The Fifth Discipline Fieldbook*, Senge et al.
1994.

The Ladder of Inference can be used when you have any important decision to make, or just need to slow down your thinking to make sure you're considering more information. For example, when you are working through your reasoning of an event or looking for general tendencies of thinking, look out for rungs that you tend to skip or jump. Ask yourself the following questions:

- Do you tend to make assumptions too easily?
- Do you tend to select only part of the data?
- What tendencies do I have? So that you can learn to do that stage of reasoning with extra care in the future.

With a new sense of reasoning (and perhaps a wider field of data and more considered assumptions), you can now work forwards again – step-by-step – up the rungs of the ladder.

As an additional check on your thinking, try explaining your reasoning to a colleague or friend. This will help you check that your argument is sound. If you are challenging someone else's conclusions, it is especially important to be able to explain your own reasoning in a way that helps you reach a shared conclusion and avoid conflict.

This activity is adapted from:

http://www.mindtools.com/pages/article/newTMC_91.htm#sthash.z6oR0VYH.dpuf. This website provides more information about the Ladder of Inference and other useful reflection strategies.

Appendix I

Objectives versus Outputs versus Outcomes



ACTIVITY: What is really being monitored and evaluated and why?

Instructor's Note: Read aloud the definitions below and write them on a white board (or they can be given as a handout) and ask participants when they have encountered a gap between output and outcome. Was the gap understood as such? Was mission success achieved? Participants should beware of missions that include output goals but no outcome goals.

Definitions: An **output** involves an action taken in service of a goal or objective. It could be in the form of a good or service, such as delivery of refugee tents or provision of a water purification system. On the other hand, an **outcome** is the result or payoff from the action taken to carry out an objective. It's the difference between what we do and what difference it actually makes.

- The **objective** is what we are aiming to achieve.
- The **output** is what we actually deliver.
- The **outcome** is the actual results/effect of our output. It cannot be fully measured until the outputs have been delivered, and it may be useful to measure both short-term and longer-term outcomes.

Appendix J
Effective and Ineffective Interagency Attitudes and Behaviors/Strategies Blank Chart

Effective Attitudes:	Effective Behaviors and Strategies:
Ineffective Attitudes:	Ineffective Behaviors and Strategies:

Appendix K
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