



INSTITUTE FOR DEFENSE ANALYSES

**DoD Training for Smaller Scale
Contingencies: Enhancing
Predeployment Linkages
with Civilian Agencies**

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PREFACE

This document was prepared by the Institute for Defense Analyses (IDA) as a self-initiated Central Research Project. It is related to other work in progress sponsored by the Office of the Assistant Secretary of Defense (Special Operations and Low-Intensity Conflict) and the Office of the Secretary of Defense (Program Analysis and Evaluation) regarding smaller scale contingency (SSC) operations. The objective of this effort was to review and analyze the current state of training involving civilian and military participants engaged in preparing for future SSC operations, and make recommendations for improving such training. One of IDA's principal goals was to ensure that future peacekeeping and humanitarian assistance/disaster relief operations could be conducted as effectively as possible. We believe that this document contains information and recommendations that will make it possible to initiate improvements in the training and preparation for such operations.

The authors of this document would like to thank the many organizations that contributed to this study, especially those that took the time to respond to the surveys that IDA sent to a wide military and civilian audience. Analysis of those responses was a key element in our research. Additionally, the comments provided by the individuals who were interviewed during this research proved invaluable. Also, the many organizations that invited IDA personnel to events relevant to the study focus were most hospitable, and provided important forums from which the IDA team was able to develop valuable insights.

The IDA Technical Review Committee was chaired by Mr. Robert R. Soule, and consisted of the IDA CINC Support personnel preparing the report and Mr. John Cook.

**DOD TRAINING FOR SMALLER SCALE CONTINGENCIES:
ENHANCING PREDEPLOYMENT LINKAGES WITH CIVILIAN
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EXECUTIVE SUMMARY

A. INTRODUCTION

Recognizing that U.S. military forces deploying into smaller-scale contingency (SSC) operations will encounter civilian agencies, a large number of U.S. joint and Service training institutions, as well as the unified combatant commands, have increasingly sought opportunities to learn more about such organizations and to engage with them prior to deployment. Frequently, interaction between U.S. military forces and civilian organizations with SSC capabilities occurs in the context of training and exercises. During such training and exercises, civilian agency representatives serve as trainers, presenters, subject matter experts, role players, and evaluators, providing U.S. military personnel with information on their organizations' capabilities, operational styles, and experiences in previous SSC operations.

1. Categories of Civilian-Military Training

Within the U.S. military, the array of SSC-oriented training and exercises that incorporates civilian participation is substantial, including events at the strategic, operational, and tactical echelons. During research conducted for this study, the Institute for Defense Analyses (IDA) identified three major categories of events:

- Regularly scheduled classroom training in SSCs at joint and Service schools
- Regularly scheduled exercises focusing on humanitarian assistance/disaster response (HA/DR) and peace operations (PO)
- Targeted or “just in time” training provided to units preparing for deployment.

2. Problem Areas

Extensive contacts between IDA Commander-In-Chief (CINC) Support Program researchers and colleagues – both civilian responders to SSC events and military personnel charged with planning for and executing SSC operations – suggest that training linkages between Department of Defense (DoD) entities and the array of civilian agencies they will encounter during SSCs are unsystematic and incomplete. Discussions with civilian and military personnel suggest that civilian participation in U.S. military training

events is often unstructured, insufficient in quantity and/or quality, highly variable in content and presentation, and highly dependent on the availability of volunteer participants from civilian agencies.

B. SCOPE, METHODOLOGY, AND INFORMATION SOURCES

Given the circumstances described above, and the importance to U.S. forces of performing effectively when tasked with SSC missions, IDA undertook to examine this situation through surveys of civilian and military practitioners, as well as through interviews with key informants. The objectives of this initial research were: (1) to clarify the perceived problem; (2) to develop preliminary findings as to the nature and scope of the issues; (3) to identify topics requiring additional, more detailed research; and (4) to make initial specific recommendations to enhance DoD performance in this arena.

Based on the information initially available, IDA researchers developed the following preliminary hypothesis: *If identifiable changes are made in military and civilian approaches to SSC training, the quantity and quality (accuracy, consistency, and comprehensibility) of participation by civilian practitioner agencies in U.S. military training could be improved.* The hypothesis was then tested by reviewing the extent to which selected U.S. military training and exercises exposed military participants to civilian organizations; the degree to which civilian agencies shaped the content of training; the accuracy and consistency of information presented to military participants; the impediments to civilian participation in training; and the degree to which specific improvements to the current system could be identified.

C. PRELIMINARY FINDINGS

The research undertaken for this study led to a number of preliminary findings, which are discussed in more detail in the study itself. In many cases, preliminary findings led to specific recommendations for action, which are also included in the main body of the study.

FINDING 1: Systematic compilation of hard data on the scale and nature of civilian-military training for SSCs is limited.

FINDING 2: Current joint policy documents provide substantial general guidance on the importance of the interface between military and civilian organizations, and on the importance of civilian participation in training.

FINDING 3: Civilian organizations participate widely in U.S. military SSC training, but both military and civilian personnel believe such participation could be improved.

FINDING 4: Civilian organizations participating in humanitarian and peace operations are conducting relatively few training events to prepare for such missions, with relatively low levels of military participation.

FINDING 5: Both civilian and military participants see value added from civilian participation in military training events. Moreover, they define the value added in similar ways.

FINDING 6: Military organizations envisage a broad role for civilian organizations during military training events, although civilian roles are frequently limited in actual training events.

FINDING 7: Civilians and military personnel share similar perceptions of the impediments to civilian participation in training/exercises, and similar ideas for possible solutions. These solutions require additional information/outreach and financial resources.

FINDING 8: Civilian organizations invited to participate in DoD training events are overwhelmed by the volume of such invitations, and are unable to discern the relative importance of these events.

FINDING 9: An improved civilian-military training interface to prepare U.S. forces for enhanced performance during SSCs is unlikely, absent the creation of a focal point for this set of issues within DoD, and within the USG more broadly. No such focal points are currently designated.

D. CONCLUSION

In order for U.S. military units to plan and conduct effective and efficient SSC operations, a more rigorous and structured system is required to train military personnel realistically in the capabilities and operational styles of civilian agencies, both in military schools and during regularly scheduled exercises. Moreover, this “deliberate” training must be supplemented by additional familiarization training and intensified liaison activities, bringing selected military and civilian leaders together prior to actual deployments or participation in a specific SSC.

This preliminary study attempts to provide an outline for a systematic analysis of this topic and a roadmap for research on improved civilian participation in U.S. military training and exercises. Significant, although not fully documented, DoD manpower and budget resources are currently invested in SSC training sessions and exercises, and in recruiting civilian participants. Mapping this effort more rigorously should be of benefit to DoD managers in clarifying how well military personnel are being prepared for the SSCs to which they may be deployed; in understanding how better to engage relevant civilian participation; in detailing potential cost savings; and in highlighting potential redundancies in the current training/exercise program.

DOD TRAINING FOR SMALLER SCALE CONTINGENCIES: ENHANCING PREDEPLOYMENT LINKAGES WITH CIVILIAN AGENCIES

A. INTRODUCTION

The main purpose of the Department of Defense (DoD) is to be prepared to fight and win the nation's wars. However, smaller scale contingency (SSC) operations, especially peace operations (PO) and humanitarian assistance/disaster response (HA/DR) operations, continue to occupy U.S. forces. The persistence of complex crises in locations such as Somalia, Rwanda, Haiti, Bosnia, Central America (following Hurricane Mitch), East Timor, and Kosovo suggests that U.S. forces will be occupied with PO and HA/DR missions in the foreseeable future, even though the debate continues on the appropriateness of and optimal force configuration for this category of missions.

During such operations, extensive contact between U.S. military forces and civilian organizations – host nation, donor government, intergovernmental, international, and non-governmental¹ – is a common experience. When U.S. forces deploy into a contingency, normally many civilian organizations are already operating in the area and,

¹ In order to define accurately the relationship between civilian and military organizations, it is important to understand distinctions among major categories of civilian agencies. *Host nation government* organizations are government departments or ministries of the affected nation that are involved in emergency response or liaison activities with aid organizations. *Donor* agencies are those representing and drawing their authority from governments providing assistance to the affected nation, such as the French government or Norwegian government relief agencies. *Intergovernmental* organizations, like the agencies of the United Nations or the European Community, are those entities accountable to an organization composed of member nations. *International* organizations, like the International Committee of the Red Cross, while directed by private citizens, possess a humanitarian mandate based on international humanitarian treaties (the Geneva Conventions, for example) or humanitarian principles. *Non-governmental* organizations (NGOs) are those drawing their authority from their private board of directors, or other private governing body. NGOs can be further subdivided into *international NGOs* and *local or host nation NGOs*. The former are organizations headquartered outside the affected nation – often in a Western nation – and conducting operations in the affected nation. The latter are organizations based in the affected nation itself. Although each category of civilian organization might be working in support of humanitarian efforts within a given contingency environment, and have collaborative or even financial arrangements among themselves, the unique mandates of each category of civilian agency – and the responsibilities and authorities derived from those mandates – mean that they might not be working for shared objectives, or even in harmony.

during the military participation in the SSC, there is a high probability that they will interface at some stage of the operation with civilian organizations engaged in humanitarian assistance, human rights, conflict resolution, or reconstruction activities. In many instances, the mission of U.S. forces will be defined in terms of support for civilian agencies, including military support to civil authorities (MSCA).² In most instances, re-deployment of U.S. military personnel will require handoff of tasks during ongoing operations to civilian organizations, which typically remain in the Area of Responsibility (AOR) after military units have departed. Indeed, in such SSC environments the effective handoff of key military responsibilities to functioning civilian agencies might be a precondition for the termination of U.S. military operations.

Recognizing that U.S. military forces deploying into SSC operations will encounter civilian agencies, a large number of U.S. joint and Service training institutions, as well as the unified combatant commands, have increasingly sought opportunities to learn more about such organizations and to engage with them prior to deployment. Frequently, interaction between U.S. military forces and civilian organizations with SSC capabilities occurs in the context of training and exercises, various categories of which are described below. During such training and exercises, civilian agency representatives serve as trainers, presenters, subject matter experts, role players, and evaluators, providing U.S. military personnel with information on their organizations' capabilities, operational styles, and experiences in previous SSC operations.

1. Categories of Civilian-Military Training

Within the U.S. military, the array of SSC-oriented training and exercises that incorporates civilian participation is substantial, including events at the strategic, operational, and tactical echelons. Such training takes place at all echelons through the Chairman, Joint Chiefs of Staff (CJCS) exercises, at joint and Service schools, at headquarters of individual commands, and at the unit level. Civilian participants in these training events and exercises range from U.S. Government (USG) interagency partner agencies to United Nations (UN) and NGO representatives.

² DoD Joint Publication 1-02, *DoD Dictionary of Military and Associated Terms*, defines "military support to civil authorities" as follows: "Those activities and measures taken by the Department of Defense to foster mutual assistance and support between the Department of Defense and any civil government agency in planning or preparedness for, or in the application of resources for response to, the consequences of civil emergencies or attacks, including national security emergencies."

During research conducted for this study, IDA examined representative examples of DoD training to prepare for SSC operations, through interviews, surveys, and direct participation in training events and exercises. This research suggests that U.S. military preparation for SSCs includes three major categories of events.

a. Regularly scheduled classroom training in SSCs at joint and Service schools³

A large number of military personnel participating in either cohort or specialized training encounter instruction in HA/DR and PO as part of their curriculum, although the intensity and content of training vary considerably.⁴ For example, in important cohort training settings like the Army Command and General Staff College, students attending the Command and General Staff Officer Course all receive an introduction to military operations other than war (MOOTW) as part of the standard curriculum. In fact, the College's Department of Joint and Multilateral Operations, which is responsible for a segment of the course curriculum, includes a Military Operations Other than War Division, composed of instructors specializing in this field. A variety of civilian agency representatives are invited to participate as lecturers or to serve as role players during MOOTW exercises incorporated into the curriculum.

Similarly, at the Joint Forces Staff College, the Joint and Combined Staff Officer School (JCSOS) curriculum emphasizes non-combatant evacuation operations, multinational humanitarian assistance and disaster relief operations, and combat operations during a smaller scale contingency. Noting that "multinational and interagency coordination are relatively recent points of emphasis but are clearly integral to successful joint operations other than war..." the JCSOS utilizes civilian agency participants in its classrooms and in student exercises such as "Purple Hope" (humanitarian operations) and "Purple Sunset" (combat operations during a smaller scale contingency).

A broad range of specialized U.S. military training courses at least introduces participants to the HA/DR and PO environment and puts students in contact with civilian agency personnel. For example, among those courses examined by IDA for this study,

³ Although the authors of this study have distinguished between classroom training and exercises for the purpose of analysis, it should be noted that many curricula at U.S. military schools include an exercise with SSC training elements, often embedded within a classroom course on contingency operations. For example, at the Joint Forces Staff College's Joint and Combined Warfighting School, students engage in a humanitarian exercise, "Purple Hope," as part of their training program.

⁴ An evaluation of the effectiveness of civilian participation in military SSC training would benefit from comprehensive data on training being conducted at joint and Service schools. See Finding 1 below.

the U.S. Marine Corps Advanced Logistics Officers Course includes several presentations by civilians on SSC topics. Similarly, students enrolled in the Defense Intelligence Agency's (DIA) Joint Military Intelligence Training Center, in such courses as Intelligence Support to Combined Operations, receive an introduction to civilian agencies that participants will encounter during actual operations. At DIA, civilian agency representatives provide introductory lectures. The U.S. Air Force Air Mobility Warfare Center invites civilian agency representatives to discuss civilian-military collaboration during humanitarian and peace operations in Director of Mobility Forces classes and "Phoenix Readiness" training. In the latter curriculum, a field exercise set in an emergency relief environment is a standard part of the training.

b. Regularly scheduled exercises focusing on HA/DR and PO

Exercises sponsored by joint and Service commands regularly incorporate preparation for HA/DR or PO. For example, U.S. European Command (USEUCOM) recently reported that, of approximately thirty Partnership for Peace exercises conducted annually in Europe, "a significant number of the exercises practice multinational disaster relief operations."⁵ Often, civilian organizations that U.S. military forces would encounter in HA/DR or PO are represented in such exercises, either by employees of the organizations themselves or by role players.

For example, North Atlantic Treaty Organization (NATO) Exercise Cooperative Safeguard 1997 (a United States Atlantic Command/Commander-in-Chief Eastern Atlantic exercise in which IDA personnel participated) combined a command post exercise and a field exercise in which a natural disaster response scenario was included. Representatives of a number of relevant civilian organizations traveled to Iceland to participate in this exercise, including the UN Department of Humanitarian Affairs (now the Office for the Coordination of Humanitarian Affairs, or OCHA), the USG Office of Foreign Disaster Assistance (OFDA), and search and rescue teams from the United States, NATO members and partner nations.

During U.S. Southern Command's Exercise Blue Advance 1998 (in which IDA personnel also participated), which exercised a hurricane response scenario, a major objective of "phase red" of the scenario was reinforcing relationships between U.S. Southern Command (SOUTHCOM) and its component commands and civilian personnel

⁵ See: *Rescue Eagle 2000 (11-20 Jul 00)*, U.S. European Command website <http://www.eucom.mil/exercises/00/RescueEagle/index.htm>, 15 June 2001, page 1

from the USG, IGOs, and NGOs active in the Western Hemisphere during hurricane season.

c. Targeted or “just in time” training provided to units preparing for deployment

In addition to HA/DR and PO training provided at U.S. military schools and in regularly scheduled exercises, an additional increment of familiarization with civilian agencies is provided during training immediately prior to deployment of U.S. forces to environments where the likelihood of participation in SSC operations increases. This “just in time” training falls into two categories: (1) training for replacement units with responsibilities in SSC environments, such as units with scheduled deployments to Bosnia or Kosovo; and, (2) training for rapid-reaction units that might be expected to respond rapidly to unanticipated HA/DR or PO missions, such as Marine Expeditionary Units (MEUs) deploying to the Mediterranean, Pacific or Indian Ocean basins.

For example, Fort Polk’s Joint Readiness Training Center (JRTC) hosts “Mission Rehearsal Exercises” for replacement units deploying to both Bosnia and Kosovo. During such training, the JRTC utilizes role players representing civilian organizations deploying forces are likely to encounter in the Balkans, incorporating such role players, along with others, into the exercise scenarios.

In a recent innovation, MEUs receive briefings, sponsored by the Marine Corps Warfighting Lab, from the Potomac Institute’s “Deployment Support Team” (DST). The DST is composed of regional and functional subject matter experts, current and former USG officials familiar with interagency and embassy operations, current and former USG officials familiar with USG HA/DR systems, and representatives of non-USG civilian organizations, including IOs, IGOs and NGOs. This category of “just in time” briefings is provided immediately prior to the embarkation of the Marine units, maximizing the impact and retention of the information imparted on the roles and responsibilities of civilian partner organizations.

2. Problem Areas

Extensive contacts between IDA Commander-In-Chief (CINC) Support Program researchers and colleagues – both civilian responders to SSC events and military personnel charged with planning for and executing SSC operations – suggest that training linkages between DoD entities and the array of civilian agencies they will encounter during SSCs are unsystematic and incomplete. Discussions with civilian and military

personnel suggest that civilian participation in U.S. military training events is often unstructured, insufficient in quantity and/or quality, highly variable in content and presentation, and highly dependent on the availability of volunteer participants from civilian agencies.

U.S. military units and individuals are receiving substantial training in HA/DR and PO, as outlined above, some of which brings these units and individuals into contact with the civilian response organizations operating in the same area of response during contingency operations. However, the preliminary research undertaken for this study suggests that certain recurring problems limit the impact of such training, inhibiting the establishment of rapid, effective cooperation with civilian partners in SSC environments. These problem areas include:

- Education at joint and Service schools is, by definition, provided both to students who will occupy billets related to HA/DR and PO and those who will not. Since this training is disconnected from deployments and assignments, and since students realize they might not occupy SSC-related positions, the impact of such training could be diminished.
- The training received at joint and Service schools varies substantially in terms of quality and quantity. In certain U.S. military training institutions, courses related to HA/DR and PO are optional electives, and a minority of students will attend such courses.
- Exercises do not always include extensive civilian agency participation, or they rely extensively on military or consultant role-players to represent civilian agencies. In these cases, the realism of the exercises and the benefits of establishing contacts with potential civilian partners are diminished.
- In some instances, civilian agencies are excluded from participation in exercise planning or developing exercise scenarios, or are unable to afford the time to participate in these important pre-exercise processes. When civilians are not involved during these planning phases, the validity and realism of exercise scenarios could be affected.
- The quality of civilian agency participation is not always excellent, and such participation is frequently inconsistent from one civilian presenter to another. In general, civilian agencies invited to participate in U.S. military exercises are not staffed to provide senior, experienced participants, nor are selected participants provided with consistent presentation material.
- There exists no established basis by which civilian agencies can prioritize their participation in U.S. military training and exercises to attempt to align available staff with the highest priority training events. UN OCHA, for example, receives more than 150 requests per year for participation in military

training events, but can only participate in a small percentage of those events because of staff limitations. As a result, critical military training events or exercises might experience limited civilian participation, while civilian agencies might be well represented at lower priority events.

- Funding to enable civilian participants in military exercises is a serious problem. In some situations, civilian agencies are expected to cover all costs of participation in exercises or other training events. DoD agencies sometimes reimburse travel expenses of civilian participants, but most DoD agencies do not compensate for labor costs. NGO or other civilian presenters are reluctant to “volunteer” their time for these events

B. SCOPE, METHODOLOGY, AND INFORMATION SOURCES

Given the circumstances described above, and the importance to U.S. forces of performing effectively when tasked with SSC missions, IDA undertook to examine this situation through surveys of civilian and military practitioners, as well as interviews with key informants. The objectives of this initial research were: (1) to clarify the perceived problem; (2) to develop preliminary findings as to the nature and scope of the issues; (3) to identify topics requiring additional, more detailed research; and (4) to make initial specific recommendations to enhance DoD performance in this arena. The results of this research are detailed below.

Many aspects of civilian-military interaction during SSCs have been examined in recent studies and analyses. The scope of IDA’s analysis for this study was a particular aspect of civilian-military interaction: the ongoing training and exercise interface that occurs prior to SSC missions, between civilian and military units likely to be working in proximity during those operations. The frequency of such contacts, the experience garnered by civilian and military agencies, and structured learning that follows such operations (lessons identified, after-action reports) have all spurred an increased interest in joint civilian-military training prior to deployment. IDA’s research attempts to elucidate the state of such training, identify gaps in the civilian-military training regime, identify key issues that require further research, and make concrete recommendations for improvement.

The research undertaken for this paper was generally limited to training issues related to the U.S. military and to civilian practitioner organizations, with some limited insights into non-U.S. training as reference points. Since the U.S. military sponsors a large number of training events, the focus of the research was on civilian participation in military courses and exercises. However, since civilian-military training can obviously

take place either during military-sponsored training or civilian-sponsored training, the study attempted to gain some understanding of the degree to which military organizations participated in training events sponsored by civilian organizations, as well.

As expected, this research indicated that there are numerous issues related to training for SSCs that are understudied, for which limited data are readily available, and the examination of which would be of benefit to U.S. military forces. Therefore, although this study has developed useful insights and several specific recommendations, it must be considered an initial examination, a primary benefit of which is to develop an agenda for further, more detailed research.

As to methodology, IDA reviewed existing data on this topic and developed a series of assumptions and a preliminary hypothesis, both of which are outlined below. IDA CINC Support Program staff used these assumptions and this hypothesis to structure the research effort, identify information sources, and conduct the research. Core assumptions on this topic are:

1. U.S. forces will continue to be substantially engaged in PO and HA/DR in the foreseeable future, and the preparation for such operations will continue to be a priority for U.S. forces.
2. U.S. forces will continue to work closely during SSC operations with civilian organizations not in the military chain of command; that is, while USG civilian interagency partners and civilian contractors retained by military units will be encountered during humanitarian and peace operations, most civilian agencies interfacing with U.S. military forces will neither be hired by U.S. forces nor respond to the direction of the National Command Authorities.
3. Joint doctrine and other guidance will continue to encourage cooperation and coordination between U.S. forces and civilian agencies responding to PO and HA/DR.
4. The outcome of operations during humanitarian and peace operations, measured in terms of benefits to the affected civilian population and/or time period during which peacekeeping forces must remain on station, can be substantially improved.
5. More effective interaction (information exchange, civilian-military planning, improved allocation of resources between civilian and military responders, task identification, and transition) between U.S. military personnel deployed

to SSC environments and civilian organizations encountered during those operations can contribute to improvements in outcomes.⁶

6. Civilian-military training prior to deployment to SSCs – by virtue of familiarization with operational approaches, reconciling of operational systems, mutual awareness of respective capabilities, and development of working relationships – will enhance the understanding of U.S. forces about civilian organizations and facilitate unity of effort, making operations more effective and efficient.
7. Participation in military training events by personnel from civilian organizations with SSC mandates, including participation in the design of exercises and their execution, improves training effectiveness, compared with delivery of similar information by military trainers or third parties.
8. In order to be useful to military personnel, accurate information about civilian organizations must be delivered in a clear, consistent, well-presented fashion.

Based on these assumptions, and the initial information available, IDA researchers developed the following preliminary hypothesis: ***If identifiable changes are made in military and civilian approaches to SSC training, the quantity and quality (accuracy, consistency, and comprehensibility) of participation by civilian practitioner agencies could be improved.*** The hypothesis was then tested by reviewing the extent to which selected U.S. military training and exercises exposed military participants to civilian organizations; the degree to which civilian agencies shaped the content of training; the accuracy and consistency of information presented to military participants; the impediments to civilian participation in training; and the degree to which specific improvements to the current system could be identified.

IDA’s research consisted of four basic elements: (1) review of existing literature of the issue of civilian participation in military training, which literature is limited; (2) development of two questionnaires (one for military organizations conducting training, and one for civilian organizations participating in military training) and the conduct of surveys using these questionnaires;⁷ (3) interviews with selected key informants in the military training community and civilian practitioner community; and, (4) direct

⁶ A recently completed IDA study noted specifically that “DoD’s coordination with multiple responding entities can and should be substantially improved, both in the U.S. military’s overall approach to disaster response operations and, specifically, at the scene of a foreign disaster.” See A. Martin Lidy, et al., *Effectiveness of DoD Humanitarian Relief Efforts in Response to Hurricanes Georges and Mitch*,” IDA Paper P-3560, March 2001, p. III-25

⁷ Appendices B and C include, respectively, the military and civilian questionnaires.

participation in a number of military training events, in order to observe the participation of civilian agencies and evaluate the response of military participants.⁸

Information sources and training venues targeted during this research included the following:

- DoD organizations, including the Office of the Assistant Secretary of Defense (OASD) (Special Operations and Low-Intensity Conflict (SO/LIC)), Office of Peacekeeping and Humanitarian Assistance, and Office of Special Operations Policy and Support; Under Secretary of Defense (Personnel and Readiness), Office of Readiness and Training; the Joint Staff J-7 Joint Doctrine, Education and Training Division; the National Defense University (Joint Forces Staff College and Institute for National Strategic Studies); and Defense Intelligence Agency
- Geographic combatant command staffs
- Service training sites, including U.S. Army Command and General Staff College, Senior Colleges, and, the U.S. Army Peacekeeping Institute
- DoD-supported training institutions, including the Center for Excellence in Disaster Management and Humanitarian Assistance, and the Center for Disaster Management and Humanitarian Assistance
- U.S. government (interagency) organizations, including the U.S. Department of State; the Foreign Service Institute; the U.S. Agency for International Development; and the U.S. Institute of Peace
- Training institutions related to allied nations, including the Pearson Peacekeeping Centre; the American, British, Canadian and Australian (ABCA) Armies Washington Standardization Office; and the United Kingdom Ministry of Defence Joint Doctrine and Concepts Center
- United Nations organizations, including the Office for the Coordination of Humanitarian Affairs (OCHA) and the Department of Peacekeeping Operations (DPKO)
- Other international organizations, such as the International Committee of the Red Cross, and the International Federation of Red Cross and Red Crescent Societies
- Non-governmental organizations, including members of InterAction, the Steering Committee for Humanitarian Response, and the International Council of Voluntary Agencies.

⁸ Appendix A includes information sources related to this study, including survey results, results of interviews with key informants, and training events in which IDA personnel participated in support of the CINC Support Program.

C. PRELIMINARY FINDINGS AND RECOMMENDATIONS

The research undertaken for this study led to a number of preliminary findings, which in some instances resulted in specific recommendations. These include:

FINDING 1: Systematic compilation of hard data on the scale and nature of civilian-military training for SSCs is limited. Achieving a detailed understanding of the linkages between civilian agency participation in military training and the quality of such training requires data summarizing training events and outcomes. Such information is not systematically collected, either by DoD or non-DoD organizations. Information was not available to researchers to answer basic questions such as:

- What portion of overall U.S. military training or joint training is devoted to preparation for SSCs?
- What share of U.S. military exercises or joint exercises is devoted to preparation for SSCs?
- What percentage of U. S. military training and exercises includes participation by civilian organizations?
- When civilian organizations participate in U.S. military training, what roles (such as scenario developers, exercise participants, evaluators) are they asked to play?
- Which civilian organizations, among the many types that will be encountered during operations, actually participate in training events?
- What metrics are available to determine the efficacy of civilian participation in U.S. military training?
- What metrics are available to evaluate the effectiveness of the civilian-military interface during actual SSC operations?

Recommendation 1-A: Additional research is required to determine what data should be regularly collected on U.S. military training in preparation for SSCs, and to determine which organization should be tasked with collecting data on this topic.

Recommendation 1-B: Representatives of the Office of the Secretary of Defense, Joint Staff J-7, Joint Forces Command, unified combatant commands, and major Service and joint schools should conduct a workshop to examine data collection related to training for SSCs, to ensure that such data are being collected and maintained in a systematic, consolidated fashion.

Recommendation 1-C: Additional research should be undertaken to determine how training is applied during actual operations, and how to measure the effectiveness of such training.⁹

FINDING 2: **Current joint policy documents provide substantial general guidance on the importance of the interface between civilian organizations, and on the importance of civilian participation in training.** Two documents that are key to joint training are *Joint Training Policy for the Armed Forces of the United States* (CJCSI 3500.01B) of 31 December 1999 and *Joint Training Master Plan 2002 for the Armed Forces of the United States* (CJCSI 3500.02C) of 14 August 2000. These documents provide extensive policy guidance for training across the entire spectrum of warfare, with primary emphasis placed on preparing for war. Significant emphasis is also provided as a follow-on priority in the lead document (3500.01B) regarding training for SSCs and training with USG interagency participants, international organizations, and NGOs. Emphasis in the follow-on document (3500.02C) is also significant on SSCs and with the USG interagency, but training with intergovernmental organizations (IGOs), international organizations (IOs) and NGOs receives almost no mention.

From the point of view of doctrine, there are several valuable reference documents. These include Joint Publications 3-07, *Joint Doctrine for Military Operations Other Than War*; 3-08, *Interagency Coordination during Joint Operations*; and 3-57, *Joint Doctrine for Civil Military Affairs*. Among other things, these references provide guidance for integration of civilian agencies within operations.

Another useful reference is the *Universal Joint Task List (UJTL)* (CJCSM 3500.4B) and the related Joint Mission Essential Task List (JMETL) and Service Mission Essential Task Lists (METLs) processes. The UJTL provides a generic menu of critical tasks encountered in military operations. The JMETL process provides for the joint force commander's development and periodic review, based upon his/her assigned mission, of

⁹ Interviews and surveys undertaken for this study suggest that participants in training and those responsible for managing training find civilian participation in military training events and exercises valuable. However, there are no clearly established metrics for evaluating whether the level of individual or unit performance during actual SSC operations is in any way correlated with the quantity or quality of pre-deployment training with civilian response organizations. While the IDA research team for this study has assumed a connection between civilian-military training and military performance, and while training participants perceive such a connection, the actual measurement of the effect of training with civilian organizations on performance remains an understudied topic and a potentially important topic for further examination.

sets of Mission Essential Tasks, which drive unit and individual training. The Service METLs in effect expand the UJTL into those tasks unique to the Service components.

An additional reference document related to USG-interagency coordination and cooperation helps shape the training agenda for the U.S. military, and the USG in general. Presidential Decision Directive (PDD) 56, *Managing Complex Contingency Operations*, issued by the Clinton Administration, establishes an interagency training program to guide the development of political-military planning for contingency operations. Although the substance of PDD-56 is being reviewed by the current administration, the concept of training to improve USG interagency contingency planning continues to influence USG activities.

A useful reference that identifies the tasks the U.S. military forces are likely to be called upon to perform in SSC operations is the Institute for Defense Analyses Document D-2166 of August 1999 titled *The United States' Military Role in Smaller Scale Contingencies*. This paper establishes a comprehensive list of civilian and military tasks (linked to UJTL and Service task lists) that are typically encountered during various contingency operations and arranges them in eight sectors in accordance with the interagency planning structure and responsibilities outlined in PDD-56.

Recommendation 2-A: The Chairman of the Joint Chiefs of Staff should re-emphasize the importance of the civil-military interface by including an explicit statement in all SSC training policy guidance documents requiring active outreach efforts by military exercise and training sponsors to selected civilian agencies to obtain their increased participation. In that regard, the authors of this document are prepared to provide contact information both within the USG-interagency and the IGO/IO/NGO communities concerning whom to approach for prospective attendees.

FINDING 3: Civilian organizations participate widely in U.S. military SSC training, but both military and civilian personnel believe such participation could be improved. As noted above, hard data on the precise level of participation by civilian agencies is limited. Virtually all interviewees for this study, as well as information developed from direct observation during participation by IDA personnel in training events, suggest that civilian organizations are frequently invited to participate in military training events. However, survey and interview responses indicate that both military and civilian agency personnel believe the training regime could be improved. Figure 1 is

illustrative of the views of civilian and military personnel on this topic.¹⁰ Most civilian and military personnel whose views were obtained for this study believed that civilian participation in military SSC training “could be improved” or is “minimal/inadequate” as opposed to those who indicated participation is “adequate.”¹¹

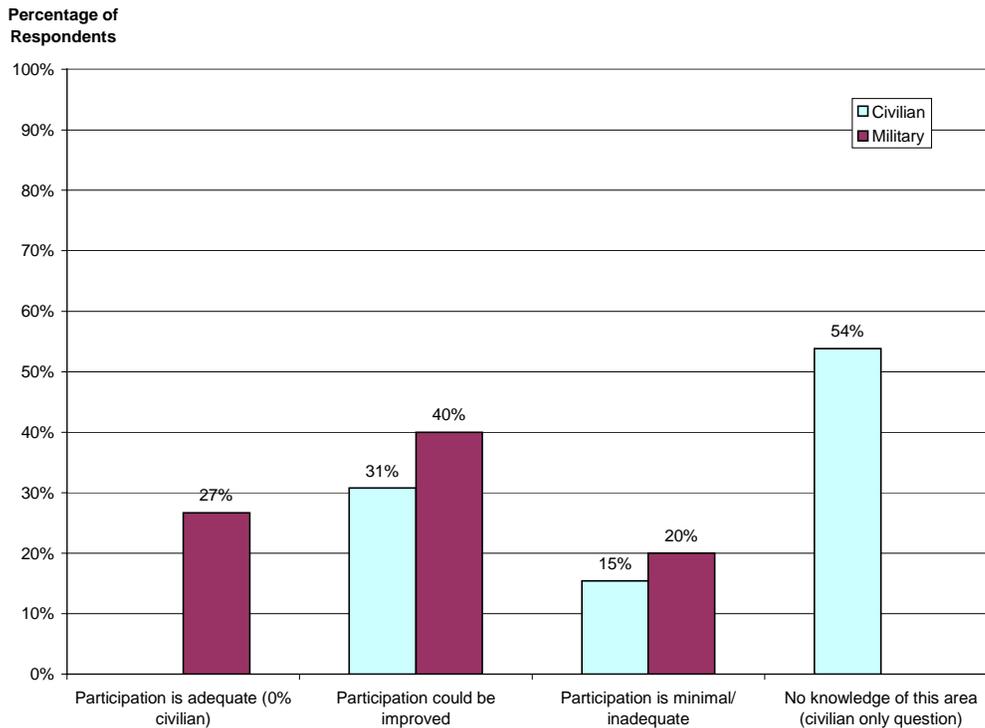


Figure 1. Perceived Adequacy of Civilian Agency Participation in Military SSC Training Events

¹⁰ This figure and all use of survey data are for illustrative purposes only. Although the relatively small sample size (48 military organizations or individuals received questionnaires, of which 31% responded; 67 civilian organizations or personnel received questionnaires, of which 19% responded), and the lack of randomness in the selection of survey participants, suggest that the data are of limited use for statistical analysis, both the questionnaire and interview results do support anecdotal observations encountered at the outset of this study. The figures that follow illustrate the training community’s experience and fairly represent the overall findings from the questionnaires, interviews and direct observations.

¹¹ The system used to compute the percentages in Figure 1 and subsequent figures was to use the number of responses as the numerator and the number of respondents as the denominator. Since in all figures except Figure 1 respondents could select more than one choice, the percentages do not add to 100%. In Figure 1 itself, not all military respondents answered this question, so percentages do not add to 100 percent. The system selected for data display results in measurements that display relative values among civilian and military response pools, respectively, and that display the relationship between military and civilian responses. The actual values themselves are not significant, beyond illustrating relative preferences.

It is notable, as illustrated in Figure 1, that the views of civilian agencies were generally more pronounced in terms of how much civilian-military training could be improved. While more than half of civilian survey respondents had no knowledge of this issue, all other respondents indicated that participation could be improved or that civilian participation was “minimal or inadequate.” In the survey results and during interviews, most representatives of civilian agencies responding to SSCs rated participation in training more negatively than did military personnel. The more positive attitude of military personnel might reflect the widespread use of contract personnel or other role players during exercises to substitute for civilian agencies, and the perceived appropriateness of this arrangement. Since these role players might meet the needs of military personnel organizing training events – or might at least appear to meet those needs – military personnel might have a greater tendency to view civilian participation as adequate. On the other hand, those civilian organizations that actually respond to SSCs, and which have not been solicited for participation, might view the overall training system more negatively.

In addition, a substantial number of civilian personnel contacted during this study were simply unaware of military training events, or had only a limited understanding of the scope and content of such exercises. This limited awareness on the part of civilian agencies suggests that military outreach to civilian organizations is limited.

Recommendation 3-A: Additional, more detailed research should be undertaken to gain a broader understanding of military and civilian attitudes about why the training interface is perceived to be inadequate and how it should be improved.

FINDING 4: Civilian organizations participating in humanitarian and peace operations are conducting relatively few training events to prepare for such missions, with relatively low levels of military participation. Military-sponsored SSC events have become such a widely accepted feature of the training landscape that the absence of civilian-sponsored events is rarely noted. However, given (1) the range of civilian organizations that participate in PO and HA/DR, and (2) the fact that such operations are normally civilian-led, the relative paucity of civilian-sponsored training – especially large-scale exercises – is notable.

Clearly, civilian training in HA/DR and PO takes place, and individual military personnel do participate in such training. For example, Disaster Assistance Response Team (DART) training conducted by OFDA may include military participants, or U.S. military personnel may participate in courses such as USIP’s *Managing Conflict during*

Humanitarian Operations. Military personnel are among USG enrollees in courses offered by the State Department's Foreign Service Institute (FSI), such as the *International Conflict Workshop*, which examines peace operations. UN OCHA conducts United Nations Civil-Military Cooperation (UN-CIMIC) Courses and UN-CIMIC exercises, open to military personnel. However, the relative lack of investment by civilian organizations in major SSC exercises, and the absence of structured mid-term and senior cohort training (that is, the equivalents of joint and Service schools, which enroll many career military personnel) mean that military participation in civilian-sponsored SSC training remains sporadic. Few of the military organizations that responded to questionnaires or were interviewed for this study had ever received an invitation to such events.

Based on general knowledge of this field, it is possible to suggest some likely reasons for the small number of civilian events: lack of resources; lack of dedicated staff; or, absence of a "training culture." Currently, regardless of the reasons for this phenomenon, civilian-military training in the SSC environment is primarily a one-way street, a factor that might influence the relative lack of civilian satisfaction with the process.

On this topic, it is noteworthy that the War Gaming and Simulation Center at the National Defense University (NDU) has recently announced its intention to create an "Interagency Education, Training, and After Action Review program" in support of "democracy, human rights, and international humanitarian operations." The proposed program would provide the USG interagency community with a "focal point for innovation in the education, research, and gaming of multi-agency coordination processes," in order to "elevate the USG's understanding and competency in dealing with humanitarian and peacekeeping operations."¹² The development of this or a similar center of activity might serve as a focal point for USG and other civilian agency investment in structured SSC training and exercises. Another strong candidate to serve as a focal point for civilian training in PO and HA/DR might be FSI. With its substantial pre-existing training capacities, and a modeling and gaming unit, FSI might logically assume a greater role in SSC training, either alone or in conjunction with NDU.

¹² Jerry L. Levesque, Director, War Gaming and Simulation Center, open letter, 9 April 2001

Recommendation 4-A: More research is required to understand the impediments to civilian agencies organizing SSC training events, and the reasons why military organizations are not regularly invited to such events.

Recommendation 4-B: The Office of the Secretary of Defense, Joint Staff J-7, Joint Forces Command, unified combatant commands, and major Service and joint schools should monitor the proposed NDU initiative, and/or otherwise support development of additional civilian agency capacity to sponsor SSC training and exercises.

Recommendation 4-C: The Administrator of the U.S. Agency for International Development, as the President’s Special Coordinator for International Disaster Assistance,¹³ should organize and fund at least one major annual exercise focused on USG civilian coordination issues, with participation by U.S. military representatives.

FINDING 5: Both civilian and military participants see value added from civilian participation in military training events. Moreover, they define the value added in similar ways. As illustrated in Figure 2, it is clear from the research undertaken for this study that, generally speaking, both sets of participants in training events perceive something of value is gained when civilian practitioners share their knowledge. Virtually all military respondents and most civilian respondents agree that civilian participation in military training helps military personnel understand the capabilities of their civilian counterparts. This consensus is significant, since a clear understanding of the roles played by civilian organizations in SSC environments is critical to ensure military planners appropriately define military missions supplemental to, rather than substituting for, those civilian agency roles. In addition, most military personnel and many civilians view civilian participants as subject matter experts, who can elucidate and validate training and exercise content. This consensus breaks down most frequently when the quality of civilian participation is inadequate because of factors such as presenters with limited experience, or presenters unable to express concepts in language comprehensible to military participants.

¹³ Current law (Section 493 of the Foreign Assistance Act of 1961, as amended; 22 USC 2292b) authorizes the President “to appoint a Special Coordinator for International Disaster Assistance.” In a 1993 memorandum from the National Security Advisor to heads of executive branch departments and agencies, the USAID Administrator was designated to be that Coordinator.

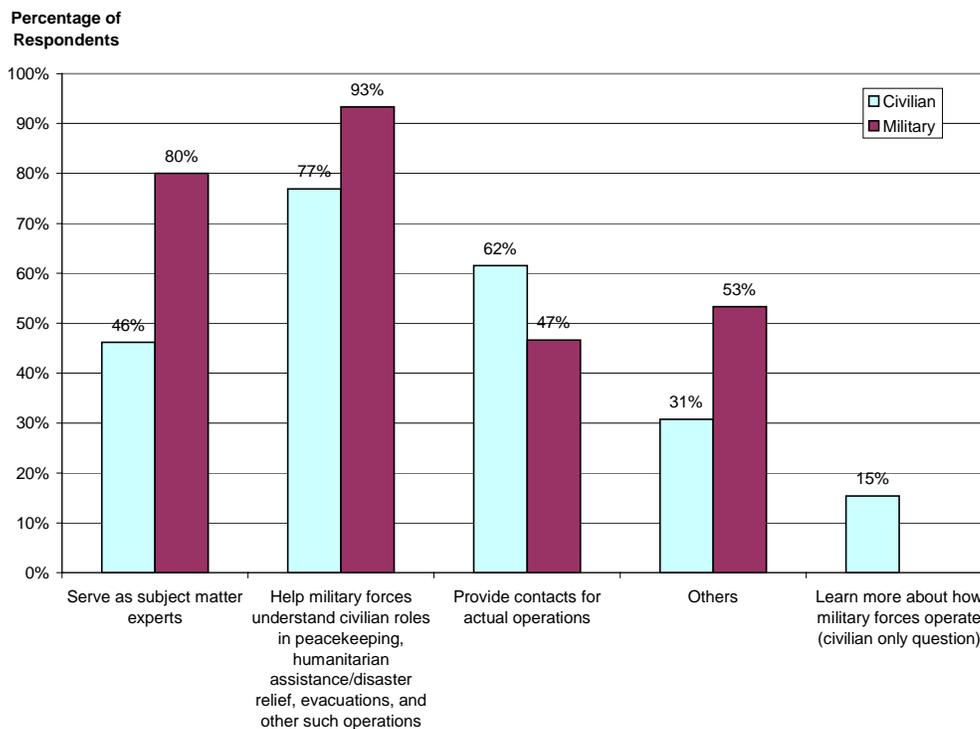


Figure 2. Perceived Value Added from Civilian Agency Participation in Military SSC Training

An interesting aspect of Figure 2 is the relatively small number of military respondents – less than half of the military personnel – who view shared training as an opportunity to gain contacts for actual operations. Given the value-added to be obtained from establishing working relationships prior to deployment to an actual operation, it might logically be expected that virtually all military respondents would have selected this choice. The level of response perhaps suggests a realization by military personnel that the large number of civilian response organizations eligible to participate in training and likely to participate in actual SSC operations makes it unlikely that civilian representatives encountered in the classroom or during an exercise will ever cross paths with military colleagues again in the field. Or, it reflects a realization that the contractor role-players working with military personnel during a training event will not be the real responders to an actual event.

Figure 2 is also notable in the number of “other” responses by military personnel, indicating that military participants in training and exercises volunteered other benefits to be gained from training with civilian colleagues, beyond those options provided by IDA. Among the most common additional benefits perceived by military personnel were: (1) an opportunity to educate civilians in military capabilities; (2) better “replication of

reality;” (3) increased understanding of civilian organizations’ long-term plans for affected nations; (4) development of mutual respect and professionalism; and, (5) increased opportunities for networking with civilian colleagues.

Recommendation 5-A: Military commands and institutions with SSC training responsibilities should convene discussions, perhaps in a workshop format, with civilian counterparts from the USG and non-USG civilian response organizations to investigate methods of focusing the selection of participants in training and exercises. The goal of these discussions would be to increase the likelihood that civilian agencies and civilian personnel participating in key exercises would be those with the highest probability of actually deploying with U.S. military forces during contingency operations.

FINDING 6: **Military organizations envisage a broad role for civilian organizations during military training events, although civilian roles are frequently limited in actual events.** Figure 3 illustrates divergent military and civilian perceptions of the roles civilian organizations play in training events for SSCs. Ideally, since civilian organizations are frequently familiar with the operating environments in those areas requiring HA/DR and PO, and possibly have experienced staff already serving in such environments, those organizations could make useful contributions (1) planning the exercise with realistic training activities embedded in the scenario and “master scenario event list” (MSEL) developed for exercises; (2) acting as role players during the exercises; and, (3) as evaluators, since they are experts in dealing with civilian populations in HA/DR and PO situations, and their participation in evaluation of exercises would make a useful contribution.

Figure 3 illustrates the view prevailing within military organizations that civilian organizations are being asked to play a variety of roles, from scenario development, through participation as role players, through evaluation. Large numbers of military responders replied that they “envisaged” civilian agencies participating in all these functions. Figure 3 also displays the civilian view, indicating that, when actually asked to participate in military training or exercises, the civilian function is more likely to be limited to role playing and making presentations, with less participation in planning, scenario development, or evaluation activities. If anything, the illustrative bar charts understate the results of interviews conducted with civilian organizations, which frequently criticize scenarios developed for military training events as highly unrealistic from a civilian perspective. It is likely, though not proven, that limitations on resources and limited civilian availability, plus the tendency to utilize in-house military resources in

the early planning/scenario development phases of exercise planning, account for low civilian participation in training/exercise activities beyond the events themselves.

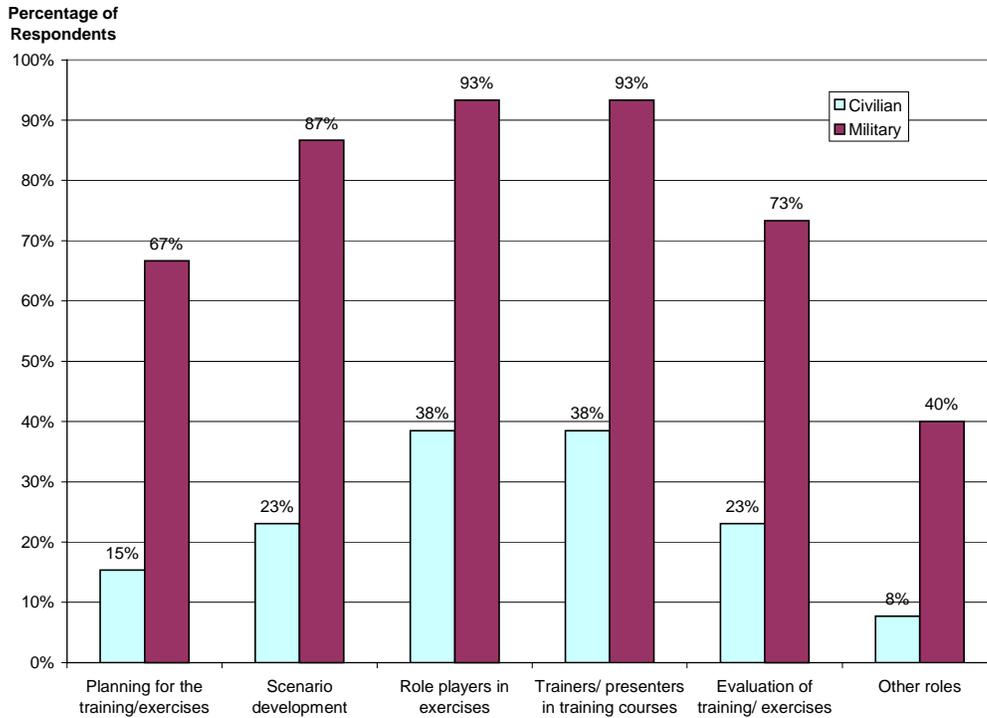


Figure 3. Civilian Agency Roles during Military-sponsored SSC Training: Military Expectations versus Actual Civilian Experience

Recommendation 6-A: Additional research is required to analyze the divergent military and civilian views on the roles played during training/exercises, and to understand impediments to civilian agency participation in planning, scenario development, and evaluation activities.

Recommendation 6-B: Additional investigation is required into whether more sophisticated, standardized scenarios and MSELs can be developed – with extensive input from civilian organizations – for use in future military-sponsored SSC training and exercises.

FINDING 7: Civilians and military personnel share similar perceptions of the impediments to civilian participation in training/exercises, and similar ideas for possible solutions. These solutions require additional information/outreach and financial resources. In research conducted for this study, IDA staff solicited observations on impediments to high quality civilian participation in U.S. military

training, then asked interviewees and respondents for ideas on how the impediments could be overcome. Based on different perspectives between the civilian and military communities on a number of issues related to SSCs, researchers anticipated some significant differences in responses from the two groups. However, as illustrated by the military responses and the civilian responses in Figures 4(a) and 4(b), both groups focused on resource constraints to participation.

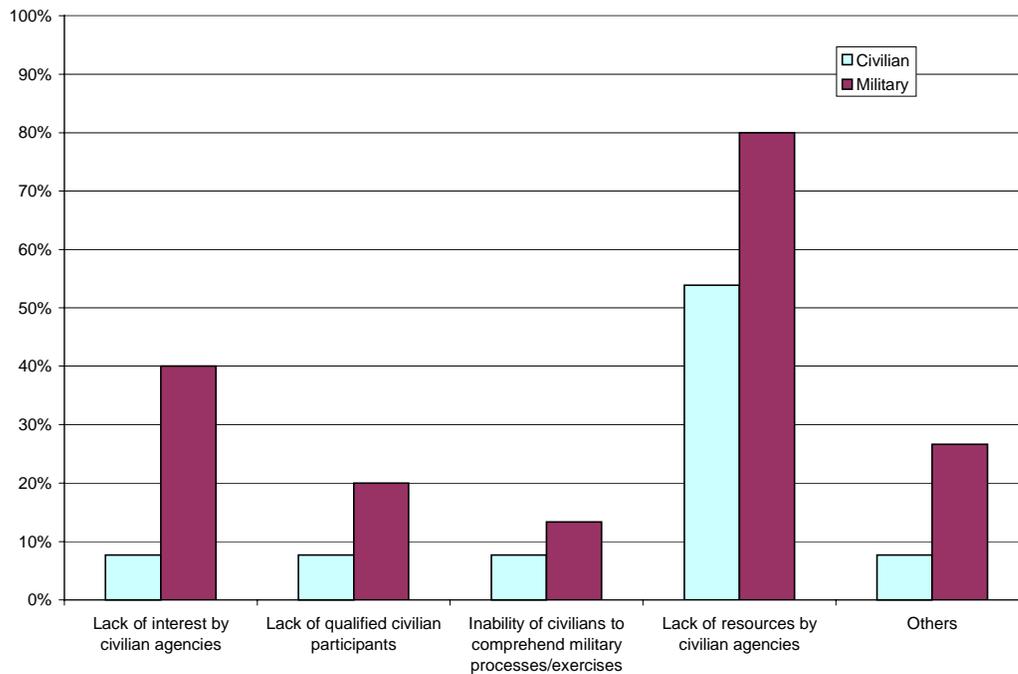


Figure 4(a). Perceived Impediments to Civilian Agency Participation in Military-sponsored SSC Training/Exercises

Aside from the large number of civilian agencies that simply had not been made aware of training/exercises, most civilians centered on shortages of financial resources and staff time as the reasons they did not attend training events. Most military personnel interviewed or surveyed for this study agreed that resource constraints explained limited civilian availability. This consensus seems to provide a potentially fruitful starting point for civilian-military discussions on enhancing civilian agency participation in military training events.

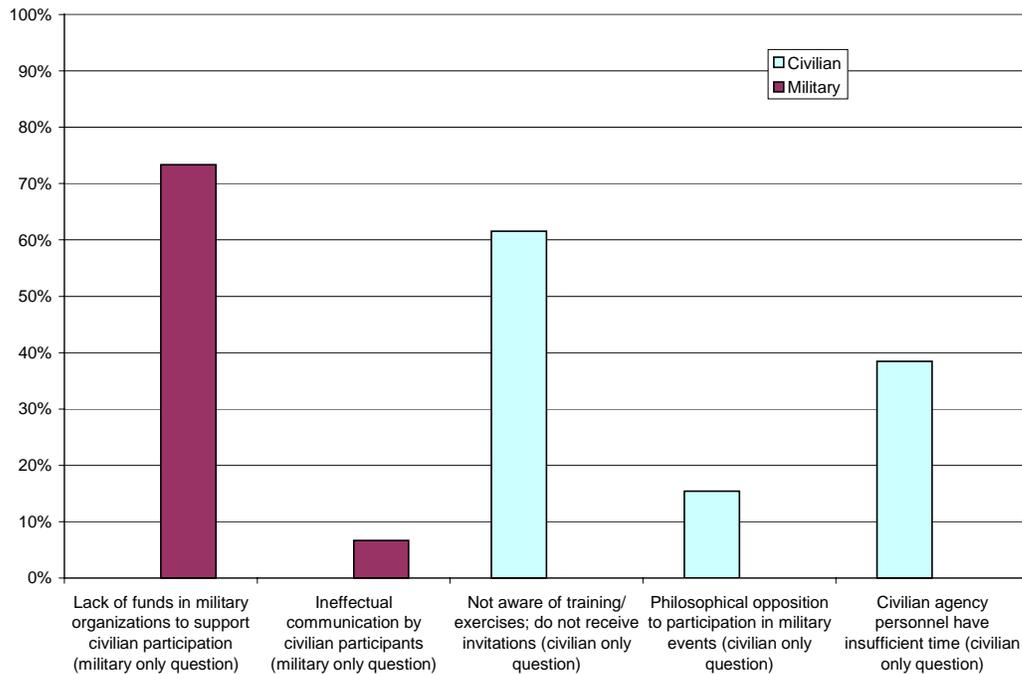


Figure 4(b). Additional Impediments to Civilian Agency Participation in Military-sponsored SSC Training/Exercises

On the other hand, if there is a source of contention illustrated in Figures 4 (a) and (b), it is in the perception, held by nearly half of the military respondents, that civilian agencies display a “lack of interest” in participating in civilian-military training. This perception directly contradicts the perceptions of civilian response organizations contacted during this study. A likely explanation for this inconsistency is that civilian agency unawareness of military training, combined with limited staffing at civilian organizations – both of which were frequently cited by civilians in IDA’s survey and interviews – are perceived by military personnel as “lack of interest” in participation.

When asked which of a range of proposed solutions they favored, military and civilian organizations displayed a surprising degree of consensus, displayed in Figures 5(a) and (b). Suggested improvements from both military and civilian interlocutors focused on increased DoD outreach to civilian organizations in order to encourage participation and possible DoD funding of civilian participation. Another area of consensus was around management and coordination of training information. Both groups saw the value of creating a central management point within DoD to focus attention on the training issue and, specifically, the importance of creating a prioritized

list of training events/exercises in order to allow civilian organizations to select among the large number of events to which they are currently invited. (See Finding 8, below.)

If there is a dark cloud in the findings illustrated by Figures 5(a) and (b), it is the lack of civilian agency support for the option of “creating an organization, perhaps an NGO, to provide a cadre of civilian trainers who would be available for participation in SSC training/exercises.” Those solutions widely endorsed by civilian responders were almost uniformly those that required additional investment by DoD organizations. When given an opportunity to endorse the creation of a civilian entity to facilitate civilian-military training, civilian personnel shied away from this option, perhaps out of a general reluctance, especially by NGOs, to create a standardized system of participation.

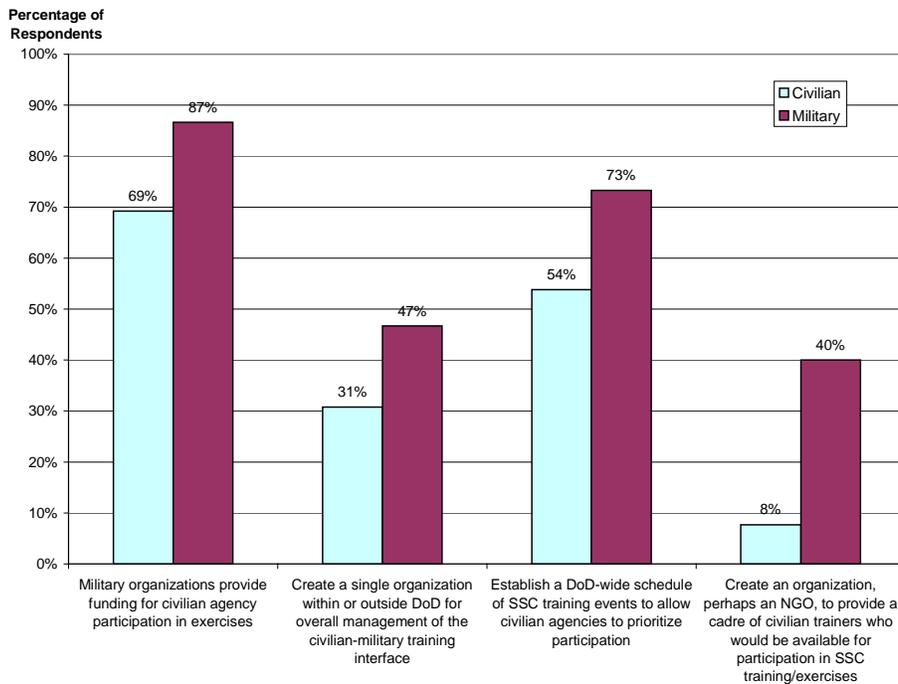


Figure 5(a). Recommendations for Enhancing Civilian Agency Participation in Military-sponsored SSC Training

Recommendation 7-A: The Joint Staff J-7 should develop, in coordination with OASD/SO/LIC, the Department of State (Political-Military Affairs Bureau and International Organizations Bureau), and the U.S. Agency for International Development (USAID), an outreach plan to explain the DoD training and exercise program to senior officers of relevant civilian organizations, with the goal of inspiring these civilian organizations to invest additional resources in participation.

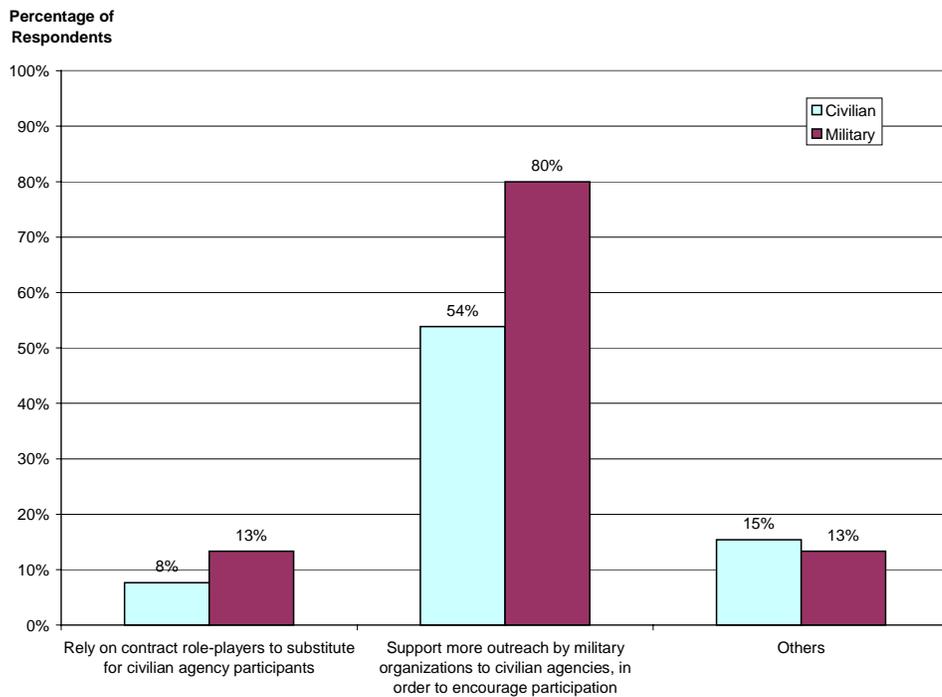


Figure 5(b). Recommendations for Enhancing Civilian Agency Participation in Military-sponsored SSC Training

Recommendation 7-B: The Chairman of the Joint Chiefs of Staff should explore the establishment of a separate funding cite that the unified combatant commands (and others sponsoring relevant training and exercises) could utilize to reimburse attendees from civilian agencies at priority military training and exercise events.

FINDING 8: Civilian organizations invited to participate in DoD training events are overwhelmed by the volume of such invitations, and are unable to discern the relative importance of these events. The large number of exercises and training events organized by U.S. military forces, even when limited to those with SSC content, can be intimidating for civilian organizations with thin staffs and limited planning or training capacity. It became apparent during this course of this study that the opportunity to participate in military training, widely perceived as a benefit by military personnel, is viewed as a substantial burden by many civilian agencies. Most such agencies simply have limited staffing available to participate in all the events to which they are invited.

The difficulty of aligning available civilian resources with invitations from military commands and institutions is made more difficult when civilian organizations have a limited understanding of the DoD “architecture.” In short, many civilian invitees

have little or no perspective on the relative importance of participation in a military event at a joint or Service school, a unified combatant command, or at an individual unit at the tactical level.

The few civilian organizations attempting to serve as clearinghouses for civilian participation have difficulty coping with the number of opportunities to participate. The NGO consortium InterAction, for example, which represents most U.S. NGOs of substantial size, serves as a *de facto* clearinghouse for requests for NGO participation in U.S. military training events. Yet, InterAction has available only one staff person, for part-time work on civilian-military training and exercises. Such staffing issues in effect diminish greatly the chance of aligning the appropriate civilian agency participation with the right training event.

Efforts to harness technology to support civilian participation in military exercises have not achieved success to date. A number of civilian organizations, notably InterAction and the United States Institute of Peace, are attempting to explore the use of training films or remote participation techniques to allow civilian participation in a wider range of exercises and other training events. However, limited resources have been made available for such initiatives.

Recommendation 8-A: The CJCS should direct the Joint Staff J-7, in coordination with the unified combatant commands, to develop and publicize to civilian partners an unclassified list of five to eight “Chairman’s Priority Exercises,” which would serve to focus high level civilian agency participation in all phases of the exercise and encourage the development of civilian-military partnerships in SSC planning, execution, and evaluation.

Recommendation 8-B: The Joint Staff J-7, in coordination with OASD/SO/LIC, unified combatant commands, and joint and Service schools, should examine methods of providing limited support to initiatives undertaken by civilian agencies, such as training films, to support civilian participation in DoD training events.

FINDING 9: An improved civilian-military training interface to prepare U.S. forces for enhanced performance during SSCs is unlikely, absent the creation of a focal point for this set of issues within DoD, and within the USG more broadly. No such focal points are currently designated. Given the complexity and unsystematic nature of the current civilian-military training interface for SSCs, the requirement for more detailed study of this arena, and even just the preliminary agenda outlined in this study, it is apparent that a DoD focal point, or perhaps a USG interagency focal point, is

required for sustained progress. Although portions of the agenda described above are being managed by various elements in OSD, the Joint Staff, joint and Service schools, and regional and other commands, a significant gap exists in defining and managing an overall program for enhancing civilian-military training to prepare for peace operations and HA/DR missions. A number of organizations within and supporting the USG have expertise in this general arena, and could make substantial progress toward developing a comprehensive approach to the training agenda outlined in this study.

An interesting model worth examining is the UK Steering Group for NGO/Military Relations (SGNMR), formed in 2000 with the aim to “identify, develop and promote appropriate NGO/Military education and training that will enhance mutual understanding and skills for crisis response and humanitarian operations.” Composed of representatives from UK NGOs and universities, the British government Department for International Development, and the British military Joint Doctrine and Concepts Centre, the SGNMR has identified six major objectives:

- Identify existing appropriate NGO/Military education and training programs and develop the mechanisms for making them accessible to both the NGOs and the Military
- Develop new NGO/Military education and training programs that will enhance mutual understanding of specific areas of concern
- Disseminate information on NGO and Military training and education programs
- Disseminate information on both NGO and Military policy and practice
- Generate specific events and projects that will build towards an increased level of mutual understanding both strategic and sectoral
- Identify and clarify common terms used differently and produce and disseminate a glossary of such.¹⁴

A similar formal working group, extending beyond the NGOs to include government agencies, IGOs and IOs, might serve as a focal point in the United States to address civilian-military training issues and policy.

In general, the lack of focused USG attention to civilian-military training for HA/DR and PO is symptomatic of a widespread inattention to the interagency command and control/management of such operations within the USG. As documented in a recent

¹⁴ *Terms of Reference for the UK Steering Group for NGO/Military Relations (SGNMR)*, no date

IDA study, when large-scale foreign disasters occur, “the USG interagency response system...within which DoD relief operations are embedded, is fundamentally flawed. The USG foreign disaster response system requires fundamental reform, for which the domestic *Federal Response Plan* provides a useful model.”¹⁵ With funding from USAID, IDA staff have drafted a *Federal Foreign Disaster Response Plan* in order to establish interagency management structures and policies for major foreign disasters. The draft plan provides a planning and management system that could serve as a basis for interagency training in preparation for contingency operations.

In addition, based on information derived from the research for this task, it appears that, despite the extent of joint doctrine and other guidance encouraging civilian-military training and exercising for SSCs, resource barriers continue to limit participation by DoD’s USG interagency partners or others (IGOs, IOs, and NGOs) in military training. These barriers include a need for funding to reimburse civilian attendees at military training opportunities, including exercises, and the non-availability of civilian agency representatives to participate, either during the various planning conferences or at the exercise. The creation of a focal point for civilian-military training issues might assist in the solution of these resource issues.

Recommendation 9-A: The CJCS should designate the Joint Staff J-7 or Joint Forces Command as the DoD focal point for maximizing civilian agency participation in U.S. military HA/DR and PO training, and charge the designee with developing a comprehensive plan for optimizing such participation. Any plan developed by the designated DoD Agency should take into account the NDU Interagency Education, Training, and After Action Review program described above.

Recommendation 9-B: Under the auspices of the Secretary of Defense and CJCS, a working group composed of relevant institutions combining SSC and training expertise should be established to develop terms of reference for a USG focal point to support civilian-military training for SSC operations, to identify resource requirements and locate resources. A core group for this effort might include the Joint Staff J-7, OASD/SO/LIC, USAID’s Office of U.S. Foreign Disaster Assistance, the Department of State (DoS) Foreign Service Institute, the U.S. Institute of Peace, the National Defense University, and IDA.

¹⁵ See A. Martin Lidy, et al., *Effectiveness of DoD Humanitarian Relief Efforts in Response to Hurricanes Georges and Mitch*,” IDA Paper P-3560, March 2001, p. III-9

Recommendation 9-C: The working group identified in Recommendation 9-B should monitor the progress of the UK SGNMR, to identify lessons applicable in the U.S. context.

Recommendation 9-D: The working group identified in Recommendation 9-B should review the draft *Federal Foreign Disaster Response Plan* in order to identify elements that should be incorporated into civilian-military training programs.

D. CONCLUSION

Like earlier humanitarian and peace operations, recent major SSC operations – those initiated or continuing in the last half decade of the 20th Century – have been characterized by extensive interaction at the field level between military forces and a diverse array of civilian agencies. Histories, after-action reports, lessons-identified studies, and similar data gathering efforts suggest that highly visible SSC operations like those undertaken in Bosnia, Kosovo, East Timor, and following Hurricane Mitch have witnessed both cooperation and disagreements between civilian participants and military forces. Recurring themes arising from these operations include:

- A widespread perception of generally better understanding of civilian culture among military personnel and of military culture among civilian personnel, combined with a substantial reservoir of misunderstanding of unfamiliar cultures
- Absence of joint and combined mission definition and operational planning among civilian and military forces prior to the deployment
- Inconsistency, among diverse SSC operations, as to the coordination and collaboration architecture (CCA) that will be adopted to coordinate civilian and military roles and missions during all phases of the response in the affected area, at the strategic, operational, and tactical echelons
- Consistent frustration among military commanders with the pace of implementation and impact of civilian agency programs, and a widespread perception that slow or ineffectual civilian programs are delaying the redeployment of combat forces
- Missed opportunities for synergy between civilian and military operations.

Given these conditions and perceptions, in order for U. S. military units to plan and conduct effective and efficient SSC operations, a more rigorous and structured system is required to train military personnel realistically in the capabilities and operational styles of civilian agencies, both in military schools and during regularly scheduled exercises. Moreover, this “deliberate” training must be supplemented by

additional familiarization training and intensified liaison activities bringing selected military and civilian leaders together prior to actual deployments or participation in a specific SSC.

Despite a great deal of discussion at SSC conferences and workshops on the DoD/civilian training and exercise interface, limited data are available on the actual scale or effectiveness of such training. And, despite widespread consensus that the current training interface could be improved, no concrete, systematic analysis – either within DoD or in the civilian community – has been completed in order to develop clear-cut options to enhance the training and exercise program.

This preliminary study attempts to provide an outline for a systematic analysis of this topic and a roadmap for research on improved civilian participation in U.S. military training and exercises. Significant, although not fully documented, DoD manpower and budget resources are currently invested in SSC training sessions and exercises, and in recruiting civilian participants. Mapping this effort more rigorously should be of benefit to DoD managers in clarifying how well military personnel are being prepared for the SSCs to which they may be deployed; in understanding how better to engage relevant civilian participation; in detailing potential cost savings; and in highlighting potential redundancies in the current training/exercise program.

APPENDIX A
INFORMATION SOURCES

APPENDIX A

INFORMATION SOURCES

IDA CINC Support staff analyzed data from the following organizations, individuals, or events, each of which informed the analysis undertaken in this study. Also listed are those potential information sources that received questionnaires, but did not respond.

Military Training Events, Exercises, or Workshops in which IDA Staff Participated:

After Action Review, “Hurricane Mitch,” U.S. Army Peacekeeping Institute, Carlisle Barracks, PA, 20-22 September 1999

Air Force Special Operations Command, presentation on humanitarian organizations, Hurlburt Field, FL, 1999

Australian-US Pacific Command Workshop on Peace Support Operations, Sydney, Australia, 12-16 November 2000

“Beyond Jointness: The Civil-Military Dimensions of Peace Operations and Humanitarian Assistance,” National Defense University, 2-3 January 1999

Briefing to the 24th Marine Expeditionary Unit, Camp LeJeune, NC, 24 January 2001

Civil-Military Emergency Planning Workshop, Denver, CO, 13-15 July 1999

Civil-Military Emergency Planning Workshop, Varna, Bulgaria, 20-24 September 1999

Civil-Military Emergency Planning Workshop, Skopje, Macedonia, 14-17 November 2000

Civil-Military Emergency Planning Workshop, Bucharest, Romania, 2-10 June 2000

Civil-Military Emergency Planning Workshop, Zagreb, Croatia, 22-25 May 2001

CJCS Peace Operations Seminar 1999, “Peace Operations in the International Environment,” Carlisle Barracks, PA, 9-11 January 1999

CJCS Peace Operations Seminar 2000, “Military Support to Rule of Law in Peace

Operations,” Carlisle Barracks, PA, 12-15 June 2000

CJCS Peace Operations Seminar, “The Interagency Approach towards Complex Contingencies,” National Defense University, 10-12 July 2001

Coalition Planning Exercise "Purple Hope," Joint and Combined Staff Officer Course, Joint Forces Staff College, 25 May 2000

Common Ground - 1 Conference, Center for Emerging Threats and Opportunities, 4-5 April 2001

Course on Peace Operations, National War College, 30 January 2001

Director of Mobility Forces (DIRMOBFOR) Training Course, USAF Air Mobility Warfare Center, Fort Dix, NJ, 1 March 2000; 6 September 2000; 8 November 2000

Emerald Express 99-2, Marine Corps University, Quantico, VA, 16-17 Dec 1999

Exercise Agile Lion 1995, scenario design and participation in planning conferences and seminars, U.S. European Command, 1994-95

Exercise Blue Advance 1998, planning conferences and exercise, Headquarters, U. S. Southern Command, 1997-98.

Exercise Cobra Gold 2000, U.S. Pacific Command, Bangkok, Thailand, May, 2000

Exercise Cooperative Safeguard 1997, NATO’s first Partnership for Peace humanitarian relief exercise, Iceland, June/July 1997

Exercise Rainbow Serpent 1998, Australian-led ABCA peace support operation Command Post Exercise, Australia, 2-12 November 1998

Exercise Spirited Flight 2000, NATO peace support exercise conducted at the Pearson Peacekeeping Institute, Canada, 16-18 May 2000

Focus 2000, UK-led ABCA seminar on complex contingencies, Sandhurst Royal Military Academy, UK, 23 April – 7 May 2000.

Fuerzas Aliadas [Allied Forces] Humanitarian, disaster relief seminar, U.S. Southern Command, 22-25 March 1999

Fuerzas Aliadas [Allied Forces] Humanitarian 01, disaster relief seminar, U.S. Southern Command, San Jose, Costa Rica, 19-21 March 2001

Integrated Regional Humanitarian Assistance and Natural Disaster Executive Seminar, U.S. Southern Command, 23 October 2000

Intelligence Support to Combined Operations Course, Joint Military Intelligence Training Center, Defense Intelligence Agency, 24 February 2000; 24 August 2000; 7 November 2000; 21 February 2001; 22 May 2001

International Civil Affairs-Civil Military Cooperation Conference, hosted by the ABCA Washington Standardization Office, 6-8 February 2001

International Logistics Seminars, conducted with the U. S. European Command in Albania, Latvia, Lithuania, and Estonia, 1994

Joint Task Force Surgeons Conference, U.S. Joint Forces Command, 7 December 2000

Kosovo Conference “An Integrated Approach to Complex Emergencies,” sponsored by Cranfield University and the UK Joint Doctrine and Concepts Agency, Oxford, UK, 8-11 May 2001

Marine Corps War College, presentation on humanitarian operations, 26 March 2001

Multinational Operations Symposium 2000, Armed Forces Staff College, 15 November 2000

Phoenix Readiness Training Course, USAF Air Mobility Warfare Center, Fort Dix, NJ, 27 February 2001; 27 March 2001; 5 June 2001

Post-Conflict Strategic Requirements Workshop, Association of the United States Army (AUSA) and the U.S. Army Center for Strategic Leadership, Carlisle Barracks, PA, 28-30 November 2000

Role of American Military Power Seminar, AUSA, Washington, DC, 17 October 2000

South Eastern Europe Simulation 2002, initial planning conference, Athens, Greece, 16-23 June 2001

U.S. Army Command and General Staff College, Peace Operations Course, 20 February 2001

U.S. Army Deputy Chief of Staff for Operations and Plans, simulations related to peace and humanitarian operations, hosted by Rand in Arlington, VA, March and April, 2001

U.S. Army School of the Americas, presentation on humanitarian organizations, Fort Benning, GA, 1999

U.S. Army Special Operations Forces Wargame-2, United States Army John F. Kennedy Special Warfare Center, February 1998.

USMC Advanced Logistics Officers Course, Marine Corps University, Quantico, VA, 11

April 2000; 31 October 2000.

Worldwide Civil Affairs Conference, "Taking It to the Next Level: Civilian-Military Cooperation in Complex Emergencies, Europe and Sub-Saharan Africa," jointly sponsored by OASD (SO/LIC) and the United States Institute of Peace, San Antonio, TX, 7-9 April, 1999

Worldwide Civil Affairs Conference, "Building Bridges into the 21st Century," San Francisco, CA, 29 June – 1 July 2000.

Worldwide Civil Affairs Conference, "Unity of Effort," jointly sponsored by OASD (SO/LIC) and the United States Institute of Peace, New York, NY, 29 June 2001.

Military Organizations or Personnel Responding to IDA Questionnaires:

College of Aerospace Doctrine Research & Education
Air Force Wargaming Institute

Defense Intelligence Agency
Joint Military Intelligence Training Center

Joint Forces Staff College
Joint and Combined Staff Officer School

Joint Special Operations University
Director, Joint Civil-Military Operations Course

Marine Corps War College
Joint Warfare Course Director

Marine Corps Warfighting Laboratory
Wargaming Division

U.S. Army Command and General Staff Officer School

U.S. Army John F. Kennedy Special Warfare Center
CA/CMO Training and Doctrine Division

U.S. Army Peacekeeping Institute
Office of the Director

U.S. Central Command
CCJ3, Exercise Branch

United States European Command
Joint Readiness, Training and Exercise Division

U.S. Southern Command
HA/DR Planner

U.S. Southern Command
SCJ4

Additional Interviews of Military Organizations or Personnel:

Joint Staff
J-7, Joint Doctrine, Education and Training Division

Office of the Secretary of Defense
Assistant Secretary of Defense (Special Operations and Low-Intensity Conflict)
Office of Peacekeeping and Humanitarian Assistance

Office of the Secretary of Defense
Deputy Under Secretary of Defense (Readiness)
Director, Readiness and Training

U.S. Army John F. Kennedy Special Warfare Center
CA/CMO Training and Doctrine Division

Civilian Training Events, Exercises, or Workshops in which IDA Staff Participated:

Cornwallis V International Peace Operations Symposium, Pearson Peacekeeping Centre, Canada, 16-24 April 2000.

Cornwallis VI International Peace Operations Symposium, Pearson Peacekeeping Centre, Canada, 8-12 April 2001.

International Conflict Workshop, U.S. Foreign Service Institute, 24 May 2001.

Policekeeping: Challenges of Law and Order in Peace Operations, United States Institute of Peace, 29 March 2000

Symposium on Best Practices for Training for Peace and Humanitarian Operations, United States Institute of Peace, 25-26 June 2001.

Civilian Organizations or Personnel Responding to IDA Questionnaires:

Africare (NGO)

Air Serv International (NGO)

AMREF (NGO)

Church World Service (NGO)

Counterpart International (NGO)

International Medical Services for Health (NGO)

Office for the Coordination of Humanitarian Affairs (United Nations)
Military Civilian Defense Unit (IGO)

Oxfam America (NGO)

Pan American Health Organization (IGO)
Director, Emergency Preparedness Division

Salvation Army World Service Office (NGO)

Save the Children (NGO)

U.S. Department of State (USG)
Bureau for Political-Military Affairs

United States Institute of Peace (USG)
Director, Training Program

Additional Interviews of Civilian Organizations or Personnel:

InterAction (NGO coalition)
Division of Emergency Response

Office of U.S. Foreign Disaster Assistance (USG)
Training Division

APPENDIX B

MILITARY AGENCY SURVEY FORM

MILITARY AGENCY SURVEY FORM

**ASSESSMENT OF SUPPORT FOR
SELECTED JOINT TRAINING AND EXERCISES
RELATED TO SMALLER SCALE CONTINGENCIES (SSCs)¹**

ISSUE I: Survey of Existing Military Training for SSCs, and Civilian Agency Participation

1. Could you provide information on your annual training plan for, or annual series of exercises on, SSC operations.

How central is civilian participation in SSC training/exercises to your annual training/exercise plan?

What guidance or training objectives do you receive from DoD, the CJCS, from higher headquarters, from within your command, or from other sources on participation by civilian organizations?

How do you measure civilian participation in your training/exercises?

Do you have lessons learned or lessons identified on civilian participation in your training/exercises?

¹ Conducted as part of the Institute for Defense Analyses Central Research Project C-9030, DoD Training for Smaller Scale Contingencies (SSCs): Enhancing Predeployment Linkages with Civilian Agencies.

Could you provide us with documentation on relevant aspects of your SSC training/exercises, for last year and this year, such as:

- A list of SSC exercises**
- Scenarios**
- Exercise budgets**
- Any records you have of the level and/or nature of participation by civilian organizations**

2. How would you characterize the level of civilian agency participation in your SSC initiatives?

- Participation is adequate**
- Participation could be improved**
- Participation is minimal/inadequate**

3. What role do you envisage for civilian organizations in your SSC training/exercises?

- Participation in planning for the program?**
- Participation in scenario development?**
- Participation as role players in exercises?**
- Participation as trainers/presenters in training courses?**
- Participation in evaluation of training/exercises?**
- Other roles?**

4. What types of civilian organizations do you seek to engage in your training/exercises?

- USG agencies?**
- UN agencies?**
- International organizations?**
- Regional organizations?**
- Non-governmental organizations?**
- Government agencies or NGOs from countries in your AOR?**
- Academic or research institutions?**
- Media organizations?**
- Human rights organizations?**
- Contractors?**
- Others?**

5. What is the primary value to your organization/command of having civilian organizations participate in training/exercises?

- Subject matter experts?**
- Help understand civilian roles in SSC operations, such as peacekeeping, humanitarian assistance/disaster relief, evacuations, and others?**
- Provide contacts for actual operations?**
- Others?**

6. What are the main impediments to civilian agency participation in your organization/command's training/exercises?

- Lack of interest by civilian agencies?**
- Lack of qualified civilian participants?**
- Ineffectual communication by civilian participants?**
- Lack of resources by civilian agencies?**
- Inability of civilians to comprehend military processes/exercises?**
- Lack of funds in your command/organization to facilitate civilian participation?**
- Others?**

7. Are your personnel invited to participate in SSC training/exercises sponsored by civilian organizations? Could you please describe these situations and the extent of your participation.

ISSUE II: Options for Systematizing Civilian-Military SSC Training Linkages

1. How would you propose to improve the exchange of information and participants between civilian and military organizations within your command/organization to better prepare for SSC operations?

2. How would you suggest the overall DoD system for encouraging civilian participation in military training/exercises could be improved?

3. A number of ideas have been suggested to improve the current system. Which of these make sense to you?

- Provide DoD funding for civilian agency participation in exercises?**
- Create a central point within DoD to manage this issue overall?**
- Establish a DoD-wide schedule of SSC training events, to allow civilian agencies to prioritize participation?**
- Create an organization, perhaps an NGO, to provide a cadre of civilian trainers who would be available for participation in SSC training/exercises?**
- Rely on contract role-players to substitute for civilian agency participants?**
- Support more DoD outreach to civilian agencies, in order to encourage participation?**
- Others?**

Your Name and Title (optional)

Your Organization

Your Telephone Number (optional)

Your Email Address (optional)

For more information about the study, contact Martin Lidy or James Kunder at the Institute for Defense Analyses, Alexandria, VA, USA: Tel: 703-845-2127 Email: Jkunder@IDA.org. Please FAX the completed survey form, ATTN: Lidy or Kunder, to 703-845-6977 or mail it to Martin Lidy, Institute for Defense Analyses, 1801 N. Beauregard Street, Alexandria, VA 22311-1772, USA.

APPENDIX C

CIVILIAN AGENCY SURVEY FORM

CIVILIAN AGENCY SURVEY FORM

**ASSESSMENT OF SUPPORT FOR
SELECTED JOINT TRAINING AND EXERCISES
RELATED TO SMALLER SCALE CONTINGENCIES (SSCs)¹**

**ISSUE I: Survey of Existing Civilian Training, and Civilian Agency Participation
in Military-Sponsored Training**

1. Does your organization have an annual training plan or conduct annual training or exercises to prepare for humanitarian assistance/disaster relief (HA/DR) or for civilian programs that complement peacekeeping operations (PKO), either for the organization itself or for individual staff members of your organization?

Yes **No**

If so, could you provide us with information/documentation on the training program[s].

Yes **No**

If your organization does have a training program, does frequent staff turnover limit the value of the training effort?

Yes, a great deal **No, not a major problem**
 Yes, somewhat **Not at all**

2. If your organization does not now conduct training or exercises to prepare for HA/DR or PKO, what are the major constraints that limit such training/exercises?

3. If your organization had resources to conduct additional HA/DR or PKO training for your staff, what would be your priorities for such training?

¹ Conducted as part of the Institute for Defense Analyses Central Research Project C-9030, DoD Training for Smaller Scale Contingencies (SSCs): Enhancing Predeployment Linkages with Civilian Agencies.

Would better cooperation with military forces be one of your objectives/priorities?

- Yes, a high priority**
- Yes, somewhat**

- No, not a priority**
- Oppose such training**

4. In general, how would you characterize the state of cooperation between civilian response agencies, governmental or non-governmental, and military forces during HA/DR and PKO?

- Excellent**
- Good**

- Could be much improved**
- Poor**

What are the major issues affecting cooperation between civilian response agencies and military forces during such operations?

5. In general, how would you characterize the state of joint training between civilian response agencies and military forces to prepare for HA/DR or PKO?

- Excellent**
- Good**

- Could be much improved**
- No knowledge of this area**

From your perspective, how would you characterize the overall level of civilian agency participation in military training/exercises?

- Participation is adequate**
- Participation could be improved**
- Participation is minimal/inadequate**
- No knowledge of this area**

6. Referring specifically to your organization, has it been invited to participate in military-sponsored training programs or exercises to prepare for HA/DR or PKO missions?

Yes

No

Could you estimate how many times within the past 12 months. _____

Which military organizations requested your organization's participation, and how was the invitation received?

When your organization was asked to participate in military-sponsored training or exercises, what role were you asked to play (check one or more)?

- Participation in planning for the program?**
- Participation in scenario development?**
- Participation as role players in exercises?**
- Participation as trainers/presenters in training courses?**
- Participation in evaluation of training/exercises?**
- Other roles?**

7. What is the primary value to your organization of participating in military-sponsored training or exercises (check one or more)?

- a. We can serve as subject matter experts.**
- b. We can help military forces understand civilian roles in peacekeeping, humanitarian assistance/disaster relief, evacuations, and other such operations.**
- c. We can learn more about how military forces operate.**
- d. We can make contacts for actual operations.**
- e. Others?**

8. What are the main impediments to civilian agencies like yours participating in military-sponsored training/exercises (check one or more)?

- a. Not aware of training/exercises; do not receive invitations?
- b. Philosophical opposition to participation in military events?
- c. Lack of interest by civilian agencies?
- d. Lack of qualified civilian participants?
- e. Inability of civilians to comprehend military processes/exercises?
- f. Lack of funds in your organization for participation?
- g. Civilian agency personnel have insufficient time?
- h. Others?

9. Has your organization invited military personnel to participate in training events or exercises to prepare for HA/DR or PKO missions, or are you aware of any civilian agencies that have sought military participation in such events? If so, please describe the circumstances.

ISSUE II Options for Improving Civilian-Military Training Linkages

1. How would you propose to improve the exchange of information and participants between civilian and military organizations to better prepare for HA/DR or PKO?

2. How would you suggest improving the overall system for encouraging civilian participation in military training/exercises?

3. A number of ideas have been suggested to improve the current system. Which of these makes sense to you (check one or more)?

- Have military organizations provide funding for civilian agency participation in exercises?**
- Create a single organization for overall management of the civilian-military training interface?**
- Establish a schedule of military-sponsored HA/DR and PKO training events, to allow civilian agencies to prioritize participation?**
- Create an organization, perhaps an NGO, to provide a cadre of civilian trainers who would be available to represent civilian organizations in military training/exercises?**
- Have military forces rely on contract role-players to substitute for civilian agency participants?**
- Support more outreach by military organizations to civilian agencies, in order to encourage participation?**
- Others?**

Your Name and Title (optional)

Your Organization

Your Telephone Number (optional)

Your Email Address (optional)

For more information about the study, contact Martin Lidy or James Kunder at the Institute for Defense Analyses, Alexandria, VA, USA: Tel: 703-845-2127 Email: Jkunder@IDA.org. Please FAX the completed survey form, ATTN: Lidy or Kunder, to 703-845-6977 or mail it to Martin Lidy, Institute for Defense Analyses, 1801 N. Beauregard Street, Alexandria, VA 22311-1772, USA.

APPENDIX D

ACRONYMS

APPENDIX D

ACRONYMS

ABCA	American, British, Canadian and Australian
AOR	Area of Responsibility
CCA	Coordination and Collaboration Architecture
CINC	Commander-In-Chief
CJCS	Chairman, Joint Chiefs of Staff
DIA	Defense Intelligence Agency
DoD	Department of Defense
DoS	Department of State
DPKO	Department of Peacekeeping Operations
DST	Deployment Support Team
HA/DR	Humanitarian Assistance/Disaster Response
IGOs	Intergovernmental Organizations
IOs	International Organizations
JCSOS	Joint and Combined Staff Officer School
JMETL	Joint Mission Essential Task List
JRTC	Joint Readiness Training Center
MAST	Multi-Agency Support Team Concept
METL	Service Mission Essential Task List
MEU	Marine Expeditionary Unit
MOOTW	Military Operations Other Than War
MSCA	Military Support to Civil Authorities
MSEL	Master Scenario Event List
NATO	North Atlantic Treaty Organization
NCA	National Command Authorities
NDU	National Defense University
NGO	Non-Governmental Organizations
OCHA	Office for the Coordination of Humanitarian Affairs
OFDA	Office of Foreign Disaster Assistance

OASD	Office of the Assistant Secretary of Defense
PDD	Presidential Decision Directive
PfP	Partnership for Peace
PO	Peace Operations
SO/LIC	Special Operations and Low-Intensity Conflict
SSC	Smaller Scale Contingency
UJTL	Universal Joint Task List
UN	United Nations
USAID	U.S. Agency for International Development
USEUCOM	U.S. European Command
USG	U.S. Government
USJFCOM	U.S. Joint Forces Command
USSOUTHCOM	U.S. Southern Command

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13. ABSTRACT (Maximum 200 words) This paper, an IDA self-initiated Central Research Project, examines the current state of training involving civilian and military participants engaged in preparing for future Smaller Scale Contingency (SSC) operations. Recognizing that U.S. military forces deploying into SSCs will encounter and need to coordinate with civilian agencies of several types, U.S. joint and Service training organizations, including the unified combatant commands, have sought opportunities to engage with them in a training environment. For a variety of reasons (non-availability of personnel, costs, lack of effective planning, and others), attempts at such coordinated training have had mixed results. The research for this task included as key elements a series of interviews with knowledgeable civilian and military personnel, and distribution of a comprehensive questionnaire to additional experienced contacts, eliciting useful responses. The document concludes that both communities – civilian and military – recognize the value of such prior training, but acknowledge that there are impediments to its effective execution. The document recommends actions to improve the military-civilian training interface, and suggests that additional research on this topic could be highly productive.				
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