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# CIVILIAN-MILITARY COOPERATION POLICY

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## 1 PURPOSE

This policy establishes the foundation for the United States Agency for International Development (USAID) cooperation with the United States Department of Defense (DoD) in the areas of joint planning, assessment and evaluation, training, implementation, and strategic communication. This cooperation is designed to facilitate a whole-of- government approach in which U.S. Government (USG) agencies work within their mandated areas of responsibility in a more coherent way to provide a coordinated, consistent response in pursuit of shared policy goals to include, inter alia, humanitarian relief efforts, counter-terrorism initiatives, civil affairs programs, and reconstruction and stabilization efforts.[1]

Such improved cooperation is a critical element of stabilization efforts in fragile states, particularly in pre- and post-conflict environments. This paper clarifies, formalizes, and defines the parameters of USAID's interaction with DoD. It complements the efforts of the Department of State, Office of the Coordinator for Reconstruction and Stabilization (S/CRS), to define a broader civilian interagency engagement with DoD. DoD representatives in the field and in Washington do not seek to supplant USAID's role, but rather look to the Agency for guidance in identifying how the military can play a more supportive role in USAID's development activities.

The companion internal document, *Civilian-Military Cooperation Implementation Guidelines*, further details functional areas for USAID-DoD cooperation, provides legal guidance on operational issues, and illustrative approaches for implementing this policy framework.[2]

The present policy is not intended to modify or supplant existing USAID policies regarding disaster response activities. Standard operating procedures of the Office of U.S. Foreign Disaster Assistance (OFDA), Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA), will continue to be used in these situations.

## 2 BACKGROUND

Development is a cornerstone of national security, along with diplomacy and defense. Development is also recognized as a key element of any successful whole-of-government counterterrorism and counter-insurgency effort. The Departments of State and Defense have issued policy guidance and directions to guide their organizations in support of the National Security Strategy. The policy defined herein is designed to complement those efforts and clarify the role of USAID as a key part of the interagency process. It places stabilization efforts as a key element of USAID's development mission. The 2006 National Security Strategy (NSS)

### KEY TERMS

**SSTRO:** Stability, Security, Transition, and Reconstruction Operations. A term employed, primarily by the military community, to refer to the complex non-lethal activities that may precede, accompany, or follow a conflict. The DoD defines Stability Operations as "military and civilian activities conducted across the spectrum from peace to conflict to establish or maintain order in States and regions."

**Three-D Approach:** A policy that recognizes the importance of Defense, Diplomacy, and Development as partners in the conduct of foreign operations, particularly in the developing world.

[1] There is no universal agreement on the definition of "stabilization." For the purpose of this paper, USAID defines it as the process of making a country or territory less likely to descend into or return to a state of conflict or instability through the provision of a range of assistance tools that support sectoral interventions including provision of social services and public security to strengthening local governance.

[2] The following references were consulted in preparing this policy:

Baltazar *et al.*, *Engagement with the Department of Defense in Support of National Security,* USAID White Paper, October 2007.

*Beyond Assistance: The HELP Commission Report on Foreign Assistance Reform,* December 2007.

*CSIS Commission on Smart Power : a smarter, more secure America*, cochairs, Richard L. Armitage, Joseph S. Nye, Jr, Center for Strategic and International Studies, 2007.

Department of Defense Directive 3000.05, *Military Support for Stability, Security, Transition and Reconstruction (SSTR) Operations,* November 28, 2005.

National Security Presidential Directive 44, December 7, 2005.

acknowledges that weak and impoverished states and ungoverned areas are not only a threat to their people and a burden on regional economies, but are also susceptible to exploitation by terrorists, tyrants, and international criminals. The relationship between poverty and insecurity is complex, and not reducible to a simple formula, but many of the indicators of instability and insecurity are associated with poverty and inadequate governance. Accordingly, the NSS pledges that the United States will work to bolster threatened states, provide relief in times of crisis, and build capacity in developing states to increase their ability to govern and provide basic services. Foreign policy institutions, including USAID, must therefore address the challenges and opportunities of the twenty-first century. The realities of the twenty-first century campaign against terrorism and the need to prevent violent extremism and its underlying causes have highlighted the need to adapt the DoD and civilian structures to work more effectively together.

Department of Defense Directive (DODD) 3000.05 (November 2005) indicates that stability operations are a core U.S. military mission that the DoD shall be prepared to conduct and support. They shall be given priority comparable to combat operations and be explicitly addressed and integrated across all DoD activities. The Directive acknowledges that many of the tasks and responsibilities associated with reconstruction and stabilization operations are not ones for which the military is necessarily best suited. However, in the absence of civilian capacity to carry out these tasks, the capabilities will be developed within the military. Manifestations of this Directive are appearing in new DoD guidance and doctrine documents across the spectrum of DoD activity.

**Development is a cornerstone of national security, along with diplomacy and defense.**

National Security Presidential Directive 44, issued in December 2005, empowers the Secretary of State to improve coordination, planning, and implementation for reconstruction and stabilization (R&S) assistance for foreign states and regions at risk of, in, or in transition from conflict or civil strife. The Presidential Directive establishes that the Secretary of State, supported by a Coordinator for Reconstruction and Stabilization (S/CRS), shall coordinate and lead integrated United States Government efforts, involving all U.S. Departments and Agencies with relevant capabilities, to prepare, plan for, and conduct stabilization and reconstruction activities. When the U.S. military is involved, the Secretary of State is responsible for coordinating with the Secretary of Defense to ensure harmonization with any planned or ongoing U.S. military operations across the spectrum of conflict.

Peace and Security is one of the five objectives outlined in the Framework for U.S. Foreign Assistance (2006). International development increasingly benefits from—and requires—close cooperation between civilians and the military. In unstable areas in which USAID frequently works, development and security are intertwined and interdependent. The absence of a stable and secure environment constrains the provision of development assistance, and without development assistance, security will remain unsustainable. In humanitarian, stabilization and reconstruction operations, U.S., and international armed forces have long made invaluable contributions in logistics, planning, and implementation to save lives, build infrastructure, transport materials, and other efforts that benefit development. DoD acknowledges that USAID's expertise in building the capacity of local institutions is key to stability and reconstruction.[3] Close cooperation will enhance the likelihood that Defense-funded programs are consistent with development principles, while ensuring the achievement of overall national security objectives.

[3] In addition to the implicit reference in Defense Department Directive 3000.05, see the Speech by Secretary of Defense Robert Gates to students of Kansas State University, Manhattan, Kansas, Monday, November 26, 2007.

## 3 POLICY STATEMENT

It is USAID's policy for all operating units to cooperate with DoD in joint planning, assessment and evaluation, training, implementation, and communication in all aspects of foreign assistance activities where both organizations are operating, and where civilian-military cooperation will advance USG foreign policy. Cooperation by all relevant operating units, whether in Washington or in the field, will strengthen coordination, planning, and implementation of assistance to states and regions at risk of, in, or in transition from violent conflict or civil strife. USAID is committed to a comprehensive, coherent whole-of-government approach and will partner with other USG entities to strengthen efforts to prepare, plan for, and conduct conflict mitigation, management, and stabilization assistance.

## 4 GUIDING PRINCIPLES

In implementing this policy, USAID will be guided by the following principles:

**4.1(a)** Cooperation with the DoD will not divert USAID resources away from its development mission[4] or the principles of effective development assistance.[5] USAID is the lead U.S. government agency for U.S. foreign assistance planning and programming. It works in fragile states and post-conflict environments which often require program adjustments without compromise of its overarching mission to improve the capacity of local institutions, improve the host country's ability to assure stability, and achieve sustainable development.

**4.1(b)** In order to maximize the chance for successful outcomes, USAID will strive to ensure that solutions for short term objectives are consistent with long term goals. USAID recognizes that conflicts often produce a need for immediate stabilization and reconstruction programs. Short-term stabilization activities, once completed, become the foundation upon which the longer-term development agenda can grow.

**4.2** USAID will continue to maintain its long-standing relationships and work with a variety of partners. Since the USG's primary expertise in international development resides at USAID, it will continue to lead and serve as principal advisor on development issues. Soliciting and maintaining the support of local populations and host governments, including the long-standing USAID practice of hiring and training Foreign Service Nationals (FSN), is critical to the success of joint USAID-DoD efforts.

## 5 USAID ROLE AND RESPONSIBILITIES

**5.1** As the USG's primary resource for expertise in international development, USAID seeks to influence the development dimensions of DoD strategic plans and implementation activities. Within the USG, USAID offers the comparative advantage of its field presence and its pool of skilled, experienced development and humanitarian assistance professionals. These assets must be better utilized in tandem with DoD to help further the overall national security objectives of the U.S.

**5.2** USAID will strengthen its planning, training and implementation capacity to contribute to interagency security, stability, transition, and reconstruction operations.

> …USAID will strive to ensure that solutions for short term objectives are consistent with long term goals.

[4] USAID's Mission Statement, adopted on March 24, 2008, is as follows: "USAID accelerates human progress in developing countries by reducing poverty, advancing democracy, building market economies, promoting security, responding to crises, and improving quality of life. Working with governments, institutions, and civil society, we assist individuals to build their own futures by mobilizing the full range of America's public and private resources through our expert presence overseas".

[5] The nine recognized principles of effective development assistance are *Ownership, Capacity Building, Sustainability, Accountability, Assessment, Results Orientation, Partnership, Flexibility and Selectivity.* For more on this subject see Natsios, *The Nine Principles of Reconstruction and Development*, in *Parameters*, autumn 2005, pp. 4-20.

**Opportunities for civil-military cooperation will take place at many levels and will depend upon the context and USG objectives.**

This recognizes the need to reduce the long-standing imbalance between the military and civilian components of the USG whole-of-government response to unstable, conflict-prone, and post-conflict states.

**5.3** Opportunities for civil-military cooperation will take place at many levels and will depend upon the context and USG objectives. At the regional level, USAID will exchange officers with all appropriate Geographic Combatant Commands, and place Senior Development Advisors within the Combatant Commands to improve coordination and communication and to promote program synchronization and effectiveness. In the field, USAID staff collaborate with U.S. military officials at post to develop integrated approaches to country-specific security and development challenges. At headquarters, USAID will coordinate with DoD representatives through Principals' Committees, Deputies' Committees, or other regional and functional Policy Coordinating Committees, and among other fora.

**5.4** USAID will seek to improve the preparedness of its personnel to operate in coordination with DoD, through improved pre-deployment training; recruiting and retaining personnel with military experience as appropriate; emphasizing the career-enhancing nature of interagency and civilian-military assignments; training FSN personnel in effective civilian-military cooperation; developing exchange and fellowship programs with the DoD; and while maintaining USAID's priorities, ensuring training and tour schedules can be adapted to synchronize with those of counterpart military units.[6]

**5.5** DoD clearly recognizes the critical role of civilian involvement and expertise in addressing today's challenges and opportunities, and seeks input on how it cooperates with and complements broader efforts led by USAID and other USG departments and agencies.[7] USAID believes that the most significant contribution of DoD to the achievement of development goals is through long-term, strategic military-to-military engagement. USAID looks to DoD to lead, coordinate, and communicate the in-theater DoD response for security cooperation. This policy recognizes that coordination with the DoD is one aspect of our vital role in U.S. national security, but it also reiterates that DoD should not substitute for civilian capabilities.

[6] For complementary DoD role and responsibilities, see DODD 3000.05
[7] Secretary Gates, *op. cit.*

**U.S. Agency for Internatiional Development**

The U.S. Agency for International Development (USAID) is an independent federal agency that receives overall foreign policy guidance from the Secretary of State. For more than 40 years, USAID has been the principal U.S. agency to extend assistance to countries recovering from disaster, trying to escape poverty, and engaging in democratic reforms.

USAID supports long-term and equitable economic growth and advances U.S. foreign policy objectives by supporting

- economic growth, agriculture, and trade
- global health
- democracy, conflict prevention, and humanitarian assistance

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