

HEADQUARTERS
CTF Indolaysia (CTF-IL)
Camp Smith, Hawaii
1 Feb 2012

ANNEX V TO CTF-IL OPORD 001-12 (PACIFIC CHALLENGE)
[INTERAGENCY PROCESS]

REFERENCES:

- (a) CJCS Warning Order, Operation PACIFIC CHALLENGE, DTG 171420Z Dec 11
- (b) CJCS Planning Order, Operation PACIFIC CHALLENGE, DTG 070531Z Jan 12
- (c) USPACOM Warning, Operation PACIFIC CHALLENGE, DTG 101500Z Jan 12
- (d) USPACOM Planning Order, DTG 200830Z Jan 12
- (e) CTF-IL Warning Order, DTG 252045Z Jan 12
- (f) USPACOM OPORD, DTG 261805Z Jan 12
- (g) UNSCR 1995, 16 Dec 11
- (h) UNSCR 2002, 3 Jan 12
- (i) UNSCR 2004, 24 Jan 12
- (j) NSPD-44, Management of Interagency Efforts Concerning Reconstruction and Stabilization, 7 Dec 05
- (k) DoD Directive 3000.05, Military Support to Stability, Security, Transition and Reconstruction Operations, 28 Nov 05
- (l) JP 3-08, Interagency Coordination During Joint Operations, Vol. I, 9 Oct 96
- (m) Office of the Coordinator for Reconstruction and Stabilization (S/CRS), Reconstruction and Stabilization: Civilian Response, Dec 05
- (n) United Nations Office of the Coordinator of Humanitarian Assistance (OCHA), Guidelines on the Use of Military and Civil Defense Assets in Disaster Relief – “Olso Guidelines,” Rev. 1, Nov 06
- (o) United Nations High Commissioner for Refugees (UNHCR) Handbook for Emergencies, Dec 82
- (p) U.S. Office of Foreign Disaster Assistance (OFDA) Field Operations Guide (FOG) for Disaster Assessment and Response, Jun 94
- (q) Sphere Project Humanitarian Charter and Minimum Standards in Disaster Response Handbook, 2004

1. Situation

a. Background

(1) In November 2011 at the request of the U.S. Ambassador to Singapore, the U.S. Department of State (DoS) stood up a Country Reconstruction and Stabilization Group (CRSG) in Washington, DC to address the mining of the Straits of Malacca by Indolaysia. Although requested by the Singapore Country Team, they were given guidance by SECSTATE to focus on the instability throughout the region as a result of aggressive posturing by Indolaysia targeting Singapore and RNI. Participants in the CRSG were tasked to address

deterrence of aggression by Indolaysia directed against Singapore and RNI. CRSG recommended an Integration Planning Cell (IPC) deploy to USPACOM HQs to assist USPACOM with interagency synchronization and prioritization of inter-agency activities throughout the USPACOM planning process. The IPC arrived in Hawaii in early December; supporting USPACOM planning efforts.

(2) In support of the U.S. President's Declaration of National Emergency on 19 December 2011, the CRSG ordered deployment of an Advanced Civilian Team (ACT) to USPACOM HQs and mobilization of Field ACTs (F-ACT). ACT and F-ACTs mission is to advise military commanders in the implementation of USG programs. The ACT arrived at USPACOM on 3 January 2012 and subsequently was incorporated into the CTF-IL HQ on 10 January.

(3) On 3 January, the UN Security Council adopted UNSCR 2002 demanding the immediate withdraw of Indolaysian forces from Singapore and the restoration of the recognized government of Singapore. If Indolaysia failed to abide by UNSCR 2002, the UN Secretary-General recommended authorization of a coalition-of-the-willing to compel Indolaysia to withdraw. ASEAN, the EU, and numerous countries to include the UK, Australia, Thailand, and South Korea pledged monetary support and technical expertise in re-establishing Singapore's government and economy. The governments of Thailand and RNI authorized the use of their territory and military facilities in reversing the Indolaysian aggression. Discussions were held following the UNSCR and a conference was conducted on 12 January with members of the Singapore government that successfully fled the island. Draft agreements were established based on previous meetings and new pledges of support were drafted. Pledges include substantial support to reconstruction efforts in Singapore when stability returns.

(4) The CRSG and ACT provided CTF-IL with a Strategic and Interagency Implementation Plans for Singapore and Indolaysia on 20 January 2012.

(5) On 28 January 2012, two F-ACTs deployed to support I Corps and III MEF. These F-ACTs were incorporated into the respective headquarters to support the stabilization planning efforts.

b. Enemy. See Annex B (Intelligence).

c. Friendly. Conditions throughout the JOA will require substantial support from U.S. Government (USG) agencies outside of DoD to return stability to the region. Numerous USG agencies are participating and will have an active role in the planning and execution of CTF-IL operations. Current U.S. Policy (in line with UNSCR 2004) does not support regime change. The USG intent is to return control to legitimate local government institutions in Indolaysia once the situation on the ground provides public order and basic services that meet the immediate needs of the populace. The USG intent for Singapore is to re-seat the legitimate elected Government of Singapore (GOS) that was removed by Indolaysian Forces.

2. Mission. CTF-IL will coordinate and integrate military operations with regional interagency activities in order to conduct stability operations in Indolaysia. Coordination and integration will continue if CTF-IL is required to defeat Indolaysian forces and assume control of populated areas on the Peninsula. CTF-IL will maximize interagency assets throughout the JOA to meet CTF-IL and USG objectives.

3. Execution

a. Strategic and Interagency Implementation Plans

(1) Interagency Implementation Plan – Singapore. See Appendix 1 (Interagency Implementation Plan - Singapore). This plan was developed through coordination between the CRSG, IPC, and ACT and outlines the U.S. policy objective for Singapore (developed by CRSG), sub-goals to accomplish that objective (developed by CRSG and IPC), and implementation tasks to achieve the sub-goals (developed by IPC and ACT). This plan was delivered to CRSG with recommendations on resources needed. The CRSG will work with international partners to identify resources from outside the USG.

(2) Interagency Implementation Plan – Indolaysia. See Appendix 2 (Interagency Implementation Plan – Indolaysia). This plan was developed through coordination between the CRSG and IPC. The IPC and ACT have subsequently developed implementation tasks to support this plan. International support for Indolaysia has not been forthcoming and this plan draws on support solely from within the coalition.

b. USG Agencies. The following paragraphs identify the senior USG agencies which CTF-IL must coordinate with in order to plan and synchronize activities within the JOA.

(1) Department of State (DoS). DoS conducts planning and coordination with CTF-IL primarily through its Office of the Coordinator for Reconstruction and Stabilization (S/CRS) and the established CRSG.

(a) The U.S. Embassies in Jakarta and Singapore and U.S. Consulate in Kuala Lumpur were closed shortly after the December 2011 invasion of Singapore. The U.S. Ambassadors to Indolaysia and Singapore are currently operating out of the U.S. Embassy in Penang, RNI. DoS plans to re-open the Embassy complex in Singapore and the Consulate offices in Kuala Lumpur as soon as possible.

(b) ACT Headquarters. The ACT HQs is an Interagency Task Force that is integrated with the CTF-IL staff to assist with planning and executing stability operations. It will provide the core foundations for a stabilization and reconstruction strategy to the IPC as well as developing the concept of operations for deployment of the F-ACTs. The ACT headquarters is responsible for both the planning function and command and control of its subordinate F-ACTs. The ACT Chief has been vested with U.S. Chief of

Mission authority. For Phase IV, ACT Chief responsibilities include the development of a transition plan to facilitate transition of any occupied Indolaysian territories back to the legitimate civilian government authority.

(c) F-ACTs. The F-ACTs are subordinate elements of the ACT Headquarters and focus primarily on reconstruction and stabilization activities necessary to set conditions for long-term regional stability. Consisting of 6 to 12 personnel, they will conduct face-to-face interagency coordination down to brigade level, but will not replace other existing USG agency response teams, such as USAID Disaster Assistance Response Teams (DART).

(2) U.S. Agency for International Development (USAID)

(a) USAID provides economic, development and humanitarian assistance around the world in support of USG foreign policy goals. USAID will also fund programs that enhance the nascent government's credibility and provide it with the tools and technical assistance to govern effectively.

(b) USAID will operate primarily through its deployed Disaster Assistance Response Team (DART) initially out of the U.S. Embassy in Penang, RNI. The DARTs will be relocated once DoS reopens the embassy in Singapore and the consulate in Kuala Lumpur. The focus of DARTs is to access and report on immediate humanitarian needs in order to relieve suffering and to determine what type of support (airlift, food, water, shelter, medical treatment, etc.) is required in the immediate aftermath of the conflict.

(3) Department of Justice (DoJ). DoJ will operate via representatives embedded in the ACT. DoJ representatives will include:

(a) Federal Bureau of Investigation (FBI). The FBI in this environment addresses issues related to terrorism against the United States and its citizens.

(b) Drug Enforcement Agency (DEA). DEA monitors drug trafficking in the area and can assist in preventing drug production.

(c) Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF). ATF focuses their efforts to preventing terrorism involving firearms, explosives and illegal trafficking of weapons. They can assist and advise in reducing violent crime and smuggling.

(d) DoJ can provide additional expertise in the areas of human trafficking, prisons, Rule of Law, courts, and immigration.

(4) Department of Agriculture (USDA). USDA will operate via representatives embedded in the ACT and F-ACTs. They provide expertise in a wide range of

agricultural issues to include crop production, animal husbandry, resource conservation and forestry.

(5) Department of Treasury. Treasury will operate via representatives embedded in the ACTs. Treasury officials assist CTF-IL in monitoring international financial systems and promoting economic growth and stability. They advise the CSRG, IPC, and ACT on the implementation of economic sanctions against foreign threats to the U.S. and assist CTF-IL to identify and target the financial support networks of security threats.

(6) Department of Homeland Security (DHS). DHS will operate through its representative in the USPACOM IPC. DHS can provide support/advice/training in customs, immigration, border protection, and federal law enforcement. If needed, the U.S. Coast Guard (USCG) can provide support in port and maritime security, maritime mobility, and protection of natural resources. A USCG planner is attached to CTF-IL.

c. Intergovernmental Organizations and Non-Governmental Organizations. Numerous Intergovernmental Organizations (IGO) and Non-Governmental Organizations (NGO) are currently operating throughout the JOA. Additional organizations are expected to move into Indolaysia as CTF-IL secures areas in which they can operate. For additional information on IGO/NGOs in the JOA, or expected in the JOA, refer to Appendix 3 (IGO/NGO Information). Components are authorized to coordinate with Intergovernmental and Non-Governmental Organizations (IGO/NGO) within their AOs.

d. Interagency Operations. During interagency operations, unity of command is usually not possible, but the requirement for unity of effort is paramount and aligns the elements of national power toward a common objective. The coordination that occurs among engaged USG agencies, NGOs and IGOs to accomplishing an objective is defined as interagency coordination. This coordination must follow the established Interagency Operations cycle to be successful. CTF-IL will conduct information coordination to develop an Interagency Plan of Action (POA) based on the tasks that must be accomplished to achieve USG goals. Using the cycle outlined below, Interagency Operations have a much greater opportunity for success.

(1) Coordinate. Identify unifying goals; assess for desired outcome; determine capability; establish responsibility.

(2) Plan. Identify tasks (national, strategic theater, and operational).

(3) Prepare. Educate, organize, equip, train, and exercise.

(4) Implement. Implement the plan (Unity of effort).

(5) Support. Transportation, logistics, training, and operational.

(6) Learn. Collect lessons learned; conduct joint/combined after action reports.

e. Interagency Coordination

(1) The two paths to coordinate interagency operations are informal and formal. The informal process is the most direct way to coordinate military activities in support of CTF-IL goals and objectives. The formal process takes longer and is facilitated through informal coordination. The CTF-IL role in contributing to the establishment of conditions that counter enemy ideologies include:

- (a) Security
- (b) Humanitarian Assistance
- (c) Military-to-military contacts
- (d) Conduct of military operations
- (e) Military Information Operations

(2) All of these roles must be coordinated with the USG agencies identified in this Annex. While CTF-IL itself integrates the military element of power into plans and operations, CTF-IL C-3 Plans is the Office of Primary Responsibility (OPR) for interagency coordination corresponding to Diplomatic and Economic elements of national power. It will be the primary coordination element with the embedded ACT headquarters during Phases I-IV. During Phase V, the ACT will assume the lead role and become the supported headquarters. CTF-IL C-2 Intelligence is the OPR regarding intelligence coordination. CTF-IL management of this coordination is overseen through the use of standing Boards, Cells, and Combined Planning Groups.

4. Administration and Logistics. CTF-IL C-5 Plans is responsible for providing bed down locations, IT connectivity, and life support for the ACT headquarters and DART personnel until they are able to provide their own. I Corps and III MEF staff elements are responsible for providing identical support for its dedicated ACTs and DARTs. Components will provide initial transportation and security capability to these elements until they can acquire their own.

5. Command and Control

a. Formal and Informal Communication. Formal communications with USG agencies will be conducted via Automated Message Handling System/Defense Message Service (AMHS/DMS) message traffic. Informal communications can occur via any means such as telephone, fax and/or email. Formally released AMHS/DMS message traffic is how the CTF-IL Commander and his staff will communicate officially with other USG agencies. Messages, once released, can be retransmitted via email or fax as appropriate.

b. Information Exchange Requirements. To coordinate and share information informally with other agencies, the basic requirements must first be worked out. Some agencies do not have classified systems (computer access or secure telephones) or even hardware (VTC suites). Others have them available, but not in their office spaces, and must make arrangements to obtain one in advance to support CTF-IL information sharing. Coordinating steps include:

- (1) Identification. The node(s) must be identified (with whom or with what systems).
- (2) Type of Information. What will be sent (voice or data)?
- (3) Classification. Unclassified, secret, top secret, releasable to other nations.
- (4) Systems. What systems must the agencies be connected to in order to communicate? Some agencies have their own internal communications systems. Others lack secure phones and/or computer systems.
- (5) Interagency cycle. When must certain data be transmitted to effect proper and timely coordination?

c. Command. While USG agency personnel may be embedded within CTF-IL staffs and components, they do not fall under the command of CTF-IL, but under that of their respective agencies.

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APPENDIXES:

- 1 - Interagency Implementation Plan - Singapore (ELECTRONIC)
- 2 - Interagency Implementation Plan – Indolaysia (ELECTRONIC)
- 3 - IGO/NGO Information (ELECTRONIC)

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