

## **MODULE 3 – INTER-AGENCY COOPERATION AND COORDINATION IN MILITARY OPERATIONS**

### **INTRODUCTION**

1. Module 3 will focus on Inter-agency Cooperation and Coordination in Military Operations. The package is designed to equip participants with the knowledge required to operate with governmental and non-governmental agencies. It will also appraise the various perspectives on Civil-Military Relations with a view to providing a workable model that would enhance such relationship. Considering the NA involvement in multi-dimensional operations, it is important that participants appreciate the legal implications of their actions or inactions. Module 3 is therefore designed to build the capacity of participants to appreciate the legal considerations of their actions and/or inactions during military operations.

2. Experience has shown that the application of military power alone may not achieve the desired end state during wars. Success in contemporary warfare requires a whole-of-government approach especially when operating in multi-dimensional and joint environments. The module will introduce participants to a whole-of-government approach to inter-agency cooperation and coordination. In an era in which the battle space is open to strict scrutiny by human rights watchdogs, it has become necessary for personnel to understand the fundamental laws of armed conflict including the considerations for designating a place, activity or action as a military objective. These aspects will be covered in the ICRC Package.

3. The methods of instruction throughout the module are lectures and discussions in plenary as well as syndicate room discussions. The module would be concluded with Security Agencies Seminars, an Inter-agency Cooperation Exercise and an Internal Security Study Tour to some states of the Federation where the military is involved in Internal Security (IS) operations. This will be followed by a group presentation on the IS Study Tour.

### **AIM**

4. The aim of Module 3 is to improve participants' knowledge of inter-agency cooperation and coordination with a view to enhancing their competencies to function in joint integrated environment.

### **LEARNING OBJECTIVE**

5. The Learning Objective of Module 3 is to develop in the participants the capacity to relate and function effectively in a multi-dimensional, multi-national and joint environment through the use of national power to safeguard national interest and national security.

**ENABLING OBJECTIVES, KEY LEARNING POINTS  
AND SUB-KEY LEARNING POINTS**

6. The Enabling Objectives (EOs) and Key Learning Points (KLPs) are as follows:

<b>Enabling Objectives (EOs)</b>	<b>Key Learning Points (KLPs)</b>
<b>(a)</b>	<b>(b)</b>
<b>EO 3.1:</b> Appraise the nature and relationship between Ministries, Departments and Agencies in the security environment.	<p>KLP 3.1.1 Discuss ways of enhancing Inter-agency cooperation and coordination in multi-dimensional, multi-national and joint environments.</p> <p>KLP 3.1.2 Describe the mechanism for Inter-agency Cooperation and Coordination in national emergency.</p> <p>KLP 3.1.3 Demonstrate negotiation skills in a multi-dimensional environment.</p>
<b>EO 3.2</b> Discuss Civil-Military Affairs in multi-dimensional and joint environments	<p>KLP 3.2.1 Explain the concept of Civil-Military Affairs.</p> <p>KLP 3.2.2 Discuss the various perspectives of Civil-Military Affairs.</p> <p>KLP 3.2.3 Discuss the impact of CIMIC on military effectiveness.</p> <p>KLP 3.2.4 Discuss the concept of MACA and MACP.</p>

	<p>KLP 3.2.5 Discuss Civil Society Organizations within the framework of Civil-Military Affairs.</p> <p>KLP 3.2.6 Discuss the constituents, operation and impact of Civil Society Organizations on military operations.</p>
<p><b>(a)</b></p>	<p><b>(b)</b></p>
<p><b>EO 3.3</b> Discuss Strategic Communication in multi-dimensional and joint environments</p>	<p>KLP 3.3.1 Discuss Strategic Communication and military effectiveness in joint environments.</p> <p>KLP3.3.2 Discuss Media Operations (Traditional and Contemporary).</p> <p>KLP 3.3.3 Discuss Interview Techniques and Group Interview Sessions (Foundation Model).</p>
<p><b>EO 3.4</b> Synthesize the application of Humanitarian Laws and Laws of Armed Conflict in joint environments</p>	<p>KLP 3.4.1 Examine Legal Perspectives on Military Operations – (Civil and Military Perspectives).</p> <p>KLP 3.4.2 Examine the handling of PWs, Non-Combatants, Women and Children in operational environments (ICRC Package).</p>

	KLP 3.4.3 Examine the consideration for designating a place, activity and/or action as Military Objective (ICRC Package).
EO 3.5 Synthesize the application of multi-dimensional approach in a multi-agency environment.	<p>KLP 3.5.1 Discuss Joint Inter-agency Planning Process - Comprehensive/ Whole-of-Government Approach.</p> <p>KLP 3.5.2 Discuss the Diplomatic Instrument of National Power- Role of MOFA</p> <p>KLP 3.5.3 Discuss Information as an Instrument of National Power: Role of Ministry of Information.</p> <p>KLP 3.5.4 Discuss Economy as an Instrument of National Power: Role of Ministry of Finance.</p>

## SCOPE

7. The module will cover the following topics:
  - a. **Inter-agency Cooperation and Coordination for Efficient Service Delivery in Multi-dimensional and Joint Environments.** The first lecture which is linked to EO 3.1 will set the stage for the module by introducing participants to the essentials of inter-agency cooperation/coordination. It is designed to expose participants to the politics and intrigues that characterize

such relationships and proffer ways of mitigating institutional rivalries for enhanced operational efficiency. The essential reading for this lecture can be found in **“Affairs of the State: The Inter-agency and National Security”** (Gabriel Marcella, Carlisle Barracks, PA: U.S. Army War College), p 38.

b. **Fundamentals of Civil-Military Affairs**. The lecture on Fundamentals of Civil-Military Affairs will provide an insight into the concept of military subordination to civil rule and proffer a better way of sustaining the relationship between the military and civilians especially in an operations theatre. The lecture will also cover civil society organizations and their impact on the military during joint operations. The lectures linked to **EO 3.2** are expected to build participants’ capacity to enable them function efficiently in a multi-dimensional environment. The essential reading for this lecture can be found in **“Theories of Democratic Civil –Military Relations” Armed Forces and the Society (James Burke 2002, 29 (2): 171-201.**

c. **Strategic Communication and Military Effectiveness in Joint Environments**. The lecture on strategic communication will focus on those aspects of communication that are deemed strategic in the military. The lecture which is linked to **EO 3.3** will outline the purposeful use of strategic communication to achieve the military end-state. Furthermore, the lecture will discuss the effect of the traditional and contemporary concepts of media operations. The lecture on media operations is

expected to assist participants explore the techniques used in disseminating information to the public in support of military operations. The essential reading for this lecture can be found in “**Principles of Strategic Communication for a New Global Commons**” (Robert L Perry US Naval War College Newport, RI, June 2008).

d. **Examine Legal Perspectives on Military Operations**. The lecture on legal perspectives will introduce participants to legal perspectives (civil and military) on military operations. The lecture which is linked to **EO 3.4** is expected to explore the legal implications of actions and inactions of the military during joint operations. The essential reading for this lecture can be found in “**War and Law since 1945**” (Geoffrey Best Clarendon Press, 1994, pp 174).

e. **Examine the Legislative Perspective on Military Operations**. The lecture on legislative perspective will introduce participants to how legislation, law making and budgetary consideration contribute to military operations. The lecture which is linked to EOs 3.2 and 3.4 is expected to explore the implication of legislative actions and inactions in strengthening national security and military operations in a joint environment. Furthermore, it would discuss the processes involved in formulation of laws guiding civil-military relationship within the concept of MACA, MACP as well as oversight functions over military affairs including defence budgetary lobbying/appropriation. The essential reading

for this lecture can be found in ‘Congress’ Role in Military Conflict: The Gap Between Constitutional Principles and Practice, Elizabeth Goitein (15 Jan 20) [www.brennancenter.org](http://www.brennancenter.org)

f. **ICRC Package.** The International Committee of the Red Cross and Red Crescent will introduce participants to all aspects of their activities and how they fit into military operations and armed conflicts. The Laws of Armed Conflicts package will introduce participants to those actions that violate the Geneva Conventions while the package on the protection of civilians will provide participants with a better understanding of Civilian Harm Mitigation (CHM) and handling of non-combatants. The ICRC Package which is linked to **EO 3.4** will provide a better understanding of what is considered a” military objective” and “innocent civilian” during IS operations. The essential reading for this lecture can be found in **Military Operations and International Humanitarian Law: A Practical Guide to Tactical Commanders** (Livinus Jatto).

g. **Economy as an Instrument of National Power.** Economic power provides the basis for creating other instruments of power especially the military instrument. The economic instrument may include financial activities that extend from providing foreign aid and market to imposing trade sanctions. The lecture on economy as an element of national power which is linked to **EO 3.5** will discuss how the economic instrument could be applied in conjunction with other tools to attain national power. The



essential reading for this lecture can be found in “**The Economic Functions of Violence in Civil Wars**” (David Kleen, Adelphi Papers 320B New York: Oxford University Press for International Institute of Strategic Studies, (1998), p,11.

h. **Interview Techniques and Group Interview Session**. The lecture on Interview Technique and Group Interview Session linked to **EO 3.3** is designed to develop participants’ techniques on how to conduct an interview session and how to conduct themselves while being interviewed especially during operations. On the other hand, the Group Interview Sessions will be a practical interview of the participants in front of cameras to assess their understanding of the interview technique lecture. The essential reading for the lecture can be found in “**Basic Interviewing Skills**” (Raymond L Gordon 1998, Waseland Press).

i. **Information as an Instrument of National Power**. The lecture on information as an instrument of national power will explore the application of information in the projection of national power. In recent years, information along with diplomacy, the economy and military influence of the state has gained prominence as a fundamental instrument of national power. Furthermore, the advancement in technology has brought information to the fore as both a source and an instrument of national power. The lecture linked to **EO 3.5** is expected to illustrate how information in conjunction with other tools can be used to project national power as defined by the

national leadership. The essential reading for this lecture can be found in “**War Notes: Fundamental Concepts**” (Industrial Courts of the Armed Forces, 1992/2002, p, 2).

j. **Diplomacy as an Instrument of National Power.**

The diplomatic instrument of national power connotes the execution of a nation’s foreign policy through political means. It involves negotiating with other nations, multi-lateral and non-governmental organizations. Diplomacy derives from the fundamental character of the nation-state system with the basic assumption that nation-states are autonomous, with divergent interests and unequal power structures. The lecture on diplomacy as an instrument of national power which is linked to **EO 3.5** is expected to explore the application of diplomacy in conjunction with other tools to attain national power. The essential reading for this lecture can be found in “**Modern Diplomacy**” (Pearson Education, 2006, p.1).

k. **Introduction to Joint Inter-agency Planning Process - Comprehensive/ Whole-of-Government Approach.**

The lecture on Joint Inter-agency Planning Process is designed to expand the knowledge of participants on the workings of MDAs especially as it relates to requirements for joint inter-agency planning process. The lecture which is linked to **EO 3.5** will further discuss how the various instruments for projecting national power such as diplomacy, information and economy function in multi-dimensional environments. The lecture is expected to indicate how these tools are used in conjunction with other instruments of national

power including military capabilities to achieve political objectives as defined by the national leadership. This is encapsulated in the whole of government approach to military operations using the operation in the NE as a case study. The essential reading for this lecture can be found in “**Whole-of-Government Outcomes**” (A Thurley Canberra Bulletin of Public Administration, Vol 106, February 2003, pp.30 -35).

### **SEMINAR/EXERCISE**

8. Part of the package for the module is a one-day Security Agencies Seminar, which is meant to bring out useful lessons from the field for the benefit of the participants. The Inter-agency Cooperation/Coordination Exercise is a 2-day assessed exercise to test the understanding of participants in operating alongside other agencies in military operations and MOOTW. It is a map exercise that demands decisions to be taken at an operational level to deal with different situations as they unfold.

### **INTERNAL SECURITY TOUR PRESENTATIONS**

9. The Internal Security Tour Presentation is made after a tour to any of the states of the Federation where there is an ongoing IS operation. The syndicate presentation will be based on a given theme and it is an assessed exercise.

### **LEARNING OUTCOMES**

10. On completion of Module 3, participants will be able to:
  - a. Appraise the mechanisms for enhancing inter-agency cooperation and coordination in multi-dimensional, multi-national and joint environments.

- b. Analyse the impact of civil society organizations on military operations.
- c. Appraise the ways of utilizing strategic communication to achieve a military end state.
- d. Evaluate the techniques of disseminating information to the public in support of military operations.
- e. Analyse the use of instruments of national power and legislative actions/processes to support military operations in enhancing national security.

### **READING LIST**

11. The reading list includes essential, desirable and supplementary readings. Participants are expected to read prior to the commencement of the module, as discussions will be participant driven and DS directed.

#### 12. **Essential Readings.**

- a. Nigeria's National Security Strategy.
- b. G.R. Berridge, *Diplomacy: Theory and Practice* (New York: Palgrave Macmillan, 2010).
- c. Debra E Hahn "Predicting Program Success-Not Child's Play" *Defense AT&L* 43, No 1 (January – February 2014), p.46.
- d. Black Jeremy "A History of Diplomacy" (University of Chicago Press, 2010).
- e. Jan Mellissen, ed, *The New Public Diplomacy: Soft Power in International Relations* (New York: Palgrave Macmillan, 2007).

f. Christopher M Schnaubelt. Complex Operation and Interagency Operational Art” PRISM1, No 1 (December 2009), p, 47.

g. Elizabeth Goitein (2020) ‘Congress’ Role in Military Conflict: The Gap Between Constitutional Principles and Practice, [www.brennancenter.org/our-work/research-reports/congress-role-military-conflict-growing-gap-between-constitutional-principles-and-practice](http://www.brennancenter.org/our-work/research-reports/congress-role-military-conflict-growing-gap-between-constitutional-principles-and-practice)

13. **Desirable Readings.**

a. Joseph S. Nye Jr. “Military Power”, in the Future Power (New York: Public Affairs, 2011).

b. Michael Mastanduno, “Economic Statecraft”, in Foreign Policy, ed. Steve Smith, Amelia Hadfield, and Tim Dunne (Oxford, UK: Oxford University Press, 2012).

c. Mark Duckenfield, “Fiscal Fetters: The Economic Imperatives of National Security in Time of Austerity,” Strategic Studies Quarterly 6, No 2 (Air University; Maxwell AFB, AL 2012) at [<http://www.au.af.mil/au/ssq/2012/summer/summer12.pdf>]

d. Colonel Thomas X Hammes USMC: The Sling and the Stone: On War in the 21<sup>st</sup> Century” 2006-07, p3.

e. David Auerswald et al. (2023) “Some Assembly Required: Explaining Variation in Legislative Oversight over the Armed Forces”, Foreign Policy Analysis (2023) National War College, USA. <https://doi.org/10.1093/fpa/orac034>

14. **Supplementary Reading.** Samuel P. Huntington, “The Political Roles of the Joint Chiefs,” in the Soldier and the State: The Theory and Politics of Civil-Military Relations (Cambridge, MA: Belknap Press of Harvard University Press), 374-378.

### **GENERAL SERVICE KNOWLEDGE PACKAGE**

15. The General Service Knowledge (GSK) package for Module 3 are as follows:

- a. Roles and Capabilities of the Armed Forces and Security Agencies in Internal Security Operation and Counter Insurgency.
- b. Importance of Collaboration and Cooperation between the Armed Forces and Security Agencies.

### **LECTURES AND EXERCISES FOR MODULE 3**

16. The lectures and exercises for Module 3 are outlined below:

- a. **18 Mar 24.**
  - (1) Introduction to Module 3.
  - (2) Inter-agency Cooperation and Coordination for Efficient Service Delivery in Multi-dimensional and Joint Environments.

- (3) Examining Legal Perspectives on Military Operations.
- (4) Fundamentals of Civil-Military Affairs.
- (5) The Art of Negotiation and Persuasion.
- (6) Twelve Angry Men (Movie).

b. **19 Mar 24.**

- (1) Economy as an Instrument of National Power.
- (2) Information as an Instrument of National Power.
- (3) Diplomacy as an Instrument of National Power.
- (4) Military as an Instrument of National Power.
- (5) Introduction to Joint Inter-agency Planning Process – Comprehensive/Whole of Government Approach.

c. **20 Mar 24.**

- (1) ICRC Package.
- (2) Interview Techniques and Group Interview Session.

d. **21 Mar 24.**

- (1) Feedback on Group Interview Session.
- (2) Examining Legislative Perspective to Military Operations.
- (3) Briefing Internal Security Study Tour.

- (4) Briefing on Inter-agency Cooperation/Coordination Exercise.
- e. **22 Mar 24.** Strategic Communication and Military Effectiveness in Joint Environments.
- f. **25 – 28 Mar 24.** Internal Security Study Tour.
- g. **2 Apr 24.** Inter-agency Cooperation/Coordination Exercise.
- h. **3 Apr 24.**
  - (1) Inter-Agency Cooperation/Coordination Exercise/Wargaming.
  - (2) Inter-Agency Cooperation/Coordination Exercise Wash Up.
- i. **4 Apr 24.** Security Agencies' Seminar.
- j. **5 Apr 24.**
  - (1) Internal Study Tour Presentation.
  - (2) Presentation of Certificates to MDAs Participants.
- k. **8 Apr 24.**
  - (1) Participant Concluding Discussion for Module 3.
  - (2) Net Assessment and Future perspective.
- l. **9 Apr 24.** Assessment Conference for Term 1