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Operation Enduring Freedom
Road to War:
Battle Command in COIN

Observations, Insights, and Lessons

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Foreword

This newsletter was produced in conjunction with the Counterinsurgency (COIN) Training Center–Afghanistan (CTC–A) to provide current and relevant information for brigade combat team (BCT), battalion, and company commanders and staffs concerning current U.S. and coalition best practices in support of Operation Enduring Freedom. As a "living document," it will be updated continuously in order to capture, analyze, and disseminate critical information in support of operations across all lines of effort. It will disseminate key observations, insights, and lessons (OIL) from theater to give commanders a better understanding of the operational environment into which they are preparing to deploy. The information is from your peers—commanders, staff officers, and small unit leaders —who served or who are currently serving in Afghanistan.

This newsletter provides "a way" to better understand and apply counterinsurgency and stability operation fundamentals in preparation for deployment. Key concepts include:

- Synchronizing the combined efforts of the Afghan government, Afghan Security Forces, combat advisors, BCTs, provincial reconstruction teams (PRTs), agricultural development teams, other governmental agencies, and enablers to achieve the commander's goals.
- Assisting commanders in the development of predeployment training plans, focusing both on combat skills and nonlethal aspects of operations.
- Enhancing the development of host nation security forces through best practices and OIL.
- Developing a long-term plan that integrates operations against all lines of effort.
- Integrating information operations into all plans and orders.
- Achieving better cultural understanding in the operational environment.
- Integrating PRTs with unit plans and operations to attain heightened situational understanding and unity of effort.

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Operation Enduring Freedom Road to War: Battle Command in COIN

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Introduction

> Political power is the central issue in insurgencies and counterinsurgencies; each side aims to get the people to accept its governance or authority as legitimate.
>
> —Field Manual 3-24, *Counterinsurgency,* Dec 06, paragraph 1-3

This newsletter is a collaborative effort between the Battle Command Training Program Operations Group Bravo, the Counterinsurgency (COIN) Training Center–Afghanistan (CTC–A), and Center for Army Lessons Learned Afghan observation detachment personnel. It is a living document and will be updated as necessary to capture key lessons learned and new information and guidance from theater. Initially this document explores key leader engagements, how to maximize the capabilities of a human terrain team, the rule of law, sustainment, and development as a priority targeting process. This product is tailored to support units notified for deployment to Afghanistan.

COIN is an inherently political struggle. There is no purely lethal solution. The primary objective of counterinsurgents is to connect the population to the legitimate government. This is often difficult in practice. In Afghanistan, there are several well-known barriers to successful COIN operations. The widely distributed and compartmentalized population and lack of robust transportation networks make it difficult to connect the central government to the people and vice versa. A widespread perception of corruption at the highest level in the government makes many Afghans distrustful. Rugged terrain and a porous border with Pakistan provide the enemy (i.e., Taliban, al Qaeda, warlords, and other criminals) with sanctuary locations that are difficult for U.S. forces to reach.

Soldiers deploying to Afghanistan must be familiar with the tactical directives and COIN guidance issued by General Stanley A. McChrystal, Commander, International Security Assistance Force (COMISAF). Not only must the Soldiers have read the guidance, but also they must understand the commander's intent. As stated by Colonel Raymond Hann, the U.S. Forces–Afghanistan (USFOR–A) J-7, "Most Soldiers believe that the key to successful counterinsurgency is for us to embrace the population. This misses the point. The key to success is for the population to embrace us, which is much more difficult."

The mission in Afghanistan is to help the Afghan people defeat the insurgency threatening their country. Killing insurgents will not win this fight. We must help provide security to the Afghan people; they will decide who wins, and we need their support. Gaining and maintaining Afghan support must motivate every action. In recent remarks to the Afghanistan trainer's community of interest, the commander of the newly formed ISAF Joint Command stated that the United States will help the Afghan people win by:

- Partnering with Afghan National Security Forces (ANSF).
- Engaging with the Afghan people as a key and essential task.
- Building relationships, holding each other accountable, growing capacity, and executing the mission.
- Becoming an expert on the local situation.

- Protecting the Afghan people from bad influences.
- Seeking out the underprivileged, disenfranchised, and disaffected.
- Helping to reinvigorate Afghan tribal and community structures.
- Encouraging and supporting good, accountable governance for the people.
- Responding to Afghan thoughts, insights, and recommendations.

The COMISAF and USFOR–A have made it clear to the training base that unit training must evolve to keep up with the changing situation in Afghanistan. Units must be trained to lead from beside, below, and behind to further develop the ANSF. Leaders at all levels must think and execute based on the commander's intent. Leaders must be prepared to operate as part of an integrated command team (ICT) and must be exposed to this construct during training. At the brigade level, the ICT will include the brigade commander as well as civilian leads from government organizations such as the State Department, U.S. Agency for International Development (USAID), and the U.S. Department of Agriculture (USDA). Battalion-level ICTs will likely include one or more provincial reconstruction team commanders; an agricultural development team commander; and representatives from the State Department, USAID, and USDA. Development must be a priority in the targeting process, and scenario-driven training should be used to reinforce COIN doctrine. Training sites must invest as much in civil and interagency role players as they do in insurgent role players. Indigenous force and interagency partnering must be the standard during training events. The training base must keep up with the changing nature of operations in Afghanistan to properly prepare units for deployment.

The COMISAF and USFOR–A will soon publish training guidance and recommendations for deploying units. Highlights of the USFOR–A training recommendations will include:

- Wider attendance at the Afghanistan COIN Train the Trainer Course in Kabul; apply area, structure, capabilities, organizations, people, and events (ASCOPE) in the planning process in conjunction with intelligence preparation of the battlefield.
- Senior leader (brigade combat team and battalion commander) attendance at the COIN Leader's Course during the predeployment site survey.
- Increased depth of language skills.
- Application of standing rules of engagement/escalation of force procedures to reduce civilian casualties.
- Theater-specific counter improvised explosive device training.
- Biometrics data collection as a collective training event.
- Commander's Emergency Response Program training during mission rehearsal exercises.
- Increased number of trained contract officer representatives.
- Better grasp of the process for receipt, training, and use of newly fielded capabilities.

- Defensive versus offensive driving techniques.
- Increased emphasis/training on nighttime dismounted patrol procedures.
- Increased low-density specialties training, to include joint fires observers, Raven unmanned aerial vehicle operators, and mortar crews.

In the COMISAF's Initial Assessment, dated 30 August 2009, General McChrystal describes the four pillars of ISAF's new strategy to defeat the insurgency and achieve the end state of a central government that has earned the support of the Afghan people and effectively controls its own territory. These pillars are:

- Radically increased integration and partnership with ANSF to expand their capacity and responsibility for security.
- Increased emphasis on supporting responsive and accountable governance at all levels.
- Operations focused on gaining the initiative and reversing the momentum of the insurgency.
- Focusing first on areas that are most critical and where the population is most vulnerable.

The COMISAF's guidance is clear. This war will not be won by killing insurgents but by providing security to the population by, with, and through Afghan security forces and by approaching the problem with a thoroughly integrated interagency approach. Only in this way can we expect to convince the Afghan people that their future lies with the legitimate Afghan government and not with the Taliban or other groups.

Chapter 1

Long-Range Planning

This chapter addresses the considerations for developing a long-range plan at the brigade combat team (BCT) level for combat operations. According to Field Manual (FM) 3-24.2, *Tactics in Counterinsurgency,* long-range planning encompasses the range of time where the situation is too uncertain to plan for specific operations. Commanders must visualize what conditions they desire to exist, resulting from the cumulative effect of all their tactical objectives. Visualizing the time required to establish these conditions places approximate bounds on the extent of future planning. In general, when units are in a rotation and have a planned transfer of authority, the long-range plan should consider the conditions the commander desires to exist at three months after the transfer.

Initial Assumptions

The first step for the BCT staff is to develop the assumptions that drive the long-range planning for its future mission. The BCT staff cannot allow the uncertainty of the mission to paralyze its planning. Assumptions to consider are planning horizons, task organization, known and unknown transitions, security of the operational environment (OE), acceptable risks, future lines of effort (LOEs), and future end state. Furthermore, assumptions on the future readiness and capabilities of the host nation's security forces are instrumental in developing all the planning considerations.

Planning Horizons

Early in the long-range planning process, the BCT needs to identify the planning horizon for its operations. FM 3-24.2 describes three planning horizons: short range (2 weeks), mid range (3 months), and long range (12 months). The short-range planning horizon of two weeks is usually aligned with the BCT's targeting cycle. The mid-range horizon is usually aligned with the BCT's short- and mid-range objectives and its long-range assessment process. However, doctrine does not always accurately account for the long-range horizon in combat operations.

The OE is too complex to place an arbitrary time line that solely accounts for the OE variables such as political, military, economic, social, information, infrastructure, physical environment, and time (PMESII-PT). Planners and commanders should consider the short-, mid-, and long-range goals as well as the desired end state. It is possible a BCT may not have sufficient time during its deployment to accomplish the desired end state; however, this should not limit the BCT's actions in planning toward the end state. Furthermore, the BCT needs to plan beyond its deployment to pass plans that will make it easier for the incoming unit to accomplish the desired end state. Therefore, commanders must decide how far beyond their deployments they will plan.

It is equally important for battalions and companies to determine their planning horizons. In most cases battalions will assume the BCT's horizon, but determining the horizon for companies is more complex. Companies do not have the internal staff to apply the same rigor for long-range planning as a BCT or battalion staff. Ideally, company command posts are configured to assist in processing and analyzing information to feed battalion staffs but are limited in their ability to focus on the long-range horizon. Determining the expectations for the companies' planning horizons early will create the right balance in facilitating the companies' missions. If the planning horizon is too short, then the companies' actions will be too reactionary. If the planning horizon is too long, then unrealistic expectations will be levied on the companies.

Lines of Effort

Determining LOEs for the long-range plan is critical. LOEs are conceptual categories commanders use to visualize, describe, and direct operations and synchronize all agencies involved in accomplishing a common purpose. LOEs combine long-term effects with cyclic, short-term events.

Commanders and staffs must ensure their LOEs are nested with higher headquarters. It is important to note that battalions and BCTs do not need to share the same LOEs, nor is it necessary for BCTs and divisions to share the same LOEs. LOEs will differ depending on specific operational environments. LOEs can be nested through shared tasks, objectives, and end states. In addition, the objectives of the host nation security forces must be considered when developing LOEs. Even though the host nation security force planning process may not be congruent to the BCT's planning, the objectives need to be synchronized.

Once LOEs are determined, the BCT needs to decide how to manage them. Will each LOE be assigned a manager to direct and monitor the operations? Or will the LOEs be managed as a single entity by the commander and staff? There are advantages and disadvantages to both techniques. The advantage of using LOE managers is that it provides single focus on a conceptual category, such as governance, from a senior leader in the BCT. However, this process involves the full application of a BCT's manpower.

Task Organization

After LOEs are identified, developing the unit's task organization, to include the security transition teams, is important to ensure all LOEs are properly supported. Task organization is a powerful statement from the BCT commander because it illustrates his priorities. If the task organization is not determined early in the process, it could have an adverse effect on training and execution of the long-range plan.

Transitions and Managing Risks

Transitions are significant events that change the OE variables (i.e., PMESSII-PT). Therefore, transitions dictate a required change of how the BCT operates in its OE. Unfortunately, BCTs are often slow to recognize or fail to recognize transitions. A central role for the BCT is determining and understanding transitions throughout the planning and deployment of the unit. The BCT's ability to adjust its plan to meet the evolving needs of transitions can determine the success or failure of the unit. If the BCT reacts too slowly to a transition, it wastes recourse towards an objective that is no longer relevant. If the BCT reacts too quickly to an incident that is not a true transition point, it can desynchronize its long-range plan.

There are known and unknown transitions. Known transitions are easy to forecast through good analysis and can usually be found in higher headquarters' campaign plans, host nation calendar events, or political schedules (i.e., change of mission, elections, Ramadan). Determining the unknown transitions is a greater challenge. These are not clear and are triggered by future unknown events or circumstances that on the surface appear to be isolated or benign (i.e., a mosque bombing, a local Sheik dying, or an overall improvement in security). These transition incidents or circumstances will have a transformative effect on the host nation population and forces and will demand a change in the way a BCT operates in a specific OE.

Managing risks is linked to managing transitions. As a BCT changes its operations based on transitions, it needs to manage its risk accordingly. For instance, if a positive transition is occurring because of improved security, the BCT needs to be willing to prioritize and re-task-organize forces from a more stable area to a more volatile OE. The paramount question for a BCT in prioritizing assets based on transition points is, “What is acceptable risk?” For example, is an OE safe enough not to provide a two-person augmentation team for additional security? Managing risk and determining acceptable risk must be the forethought of every adjustment to the long-range plan.

Assessments

Assessments are important tools in validating the long-range plan’s progress in accomplishing the desired end state. Assessments entail two functions. First, assessments continually monitor the progress of operations across LOEs. Second, they evaluate operations against established criteria.

The first step in developing the assessment process is to determine how frequently the BCT will assess its long-range plan. Assessments are primarily triggered by two events. The first trigger is time. Will the BCT assess every month? Two months? Three months? The second trigger involves major events such as elections, mosque bombings, or assassinations of key leaders that are large enough to change the urban landscape. The challenge for the staffs and commanders is recognizing when a major event occurs.

The next step is for the commander and staff to develop the measurement criteria. There are two different types of criteria. One type is objective, which is based on discrete quantitative and qualitative measurements. The most popular metrics are measures of effectiveness (MOEs) and measures of performance (MOPs). MOEs are metrics used to measure the attainment of the end state. MOEs answer the question, “Are we achieving results that move us toward the desired end state?” MOPs measure friendly actions. They answer the questions, “Are we performing the right tasks, and are we performing them to standard?” For instance, the number of effective improvised explosive devices detonated on coalition forces is an example of a metric. The challenge with these objective metrics is they do not explain “why” or provide the context of the circumstances.

The other type of criteria is subjective—the commander’s assessment. The commander’s assessment provides the description and the context of a specific OE. It explains the “why” and the context of the circumstances that objective criteria cannot explain. The commander’s assessment explains the perceived differences between the data produced by MOEs/MOPs and the commander’s situational understanding of the OE.

The next decision for the BCT is to determine what assessments are combined with the host nation security forces and what assessments are conducted unilaterally. An important part of counterinsurgency operations is partnering with the host nation forces; therefore, conducting combined assessments with the host nation security forces is necessary and needs to be conducted. There are times, however, when the BCT needs to conduct independent assessments to ensure the host nation security forces achieve their potential.

Finally, at the end of each assessment the commander may need to adjust the short-, mid-, and long-range objectives to keep the plan moving toward the desired end state. Before refinement is made, however, there should be clear identifiable trends supporting changes. Overreaction to assessments can desynchronize the long-range plan.

Chapter 2

Relief in Place/Transfer of Authority

Note: This chapter contains abridged information cited from CALL Handbook 09-02, *First 100 Days Operation Enduring Freedom,* Nov 08.

Section I: Predeployment Site Survey

The predeployment site survey (PDSS) is critical to the initial success of the unit. This is where key leaders gain the understanding they need to rapidly integrate and be effective quickly. Units should attempt to conduct two PDSSs, with the initial PDSS prior to their leadership training program/mission rehearsal exercise (MRE). A PDSS conducted in advance of collective training gates provides the latest theater guidance; best practices; and tactics, techniques and procedures (TTP) to shape the unit's training strategy and formulate its operational framework to apply at the MRE. If possible, units should attend the Counterinsurgency (COIN) Training Center in Kabul during their initial PDSS to gain a geographical and cultural perspective on their area of operations (AO) and the challenges they may face at the strategic and operational levels. Additionally, units should coordinate with designated enablers (provincial reconstruction team [PRT] chief, Task Force [TF] Paladin, TF Observe, Detect, Identify, and Neutralize–Afghanistan (ODIN–A), TF Phoenix, Counter Improvised Explosive Device Operations Integration Center, nongovernmental organizations, and other government agencies) as far out as possible to integrate them into their teams.

U.S. Forces Command stipulates that all units brigade and above conduct a leaders' reconnaissance before the units begin their collective training cycles in preparation for deployments. An effective PDSS informs the unit on the AO and the combat tasks and missions the unit is expected to fulfill once deployed. The PDSS drives the training plans for all of the predeployment activities. After the initial PDSS, the staff and commander should conduct an internal briefing (similar in format to a quarterly training brief). This briefing helps to outline the training needed and focus the leadership on those core issues and shortfalls critical for preparation.

A good window for scheduling the PDSS is three to six months out (norm is 90 days) from the start of the deployment. This time frame is close enough to the rotation period that the mission and AO of the unit being replaced is not expected to change significantly and far enough in advance to allow for programming resources and to schedule training. This schedule also provides the staff sufficient time to review and adopt the staff practices and products it expects to use after the transfer of authority (TOA).

The PDSS team should share the information it gathers with the rest of the staff and subordinate commanders and staffs. The period immediately after the staff and leaders return from the PDSS is a good time to begin following the expected battle rhythm of the outgoing unit at a pace similar to operations in the AO. Over time, the staff will build the "muscle memory" for daily operations. This practice goes a long way in easing the transition once the brigade/battalion deploys.

Who should go (or can go) on the PDSS? What should the team do while in the AO? Some general considerations from a staff survey include the following:

- Take enough personnel to reasonably cover all the areas concerned in the time allotted for the PDSS. The PDSS team should include representatives from each staff section (security transition teams and other attached officers in charge). In addition to the commander and the command sergeant major, a recommended minimum team should consist of:

    - S-3 representative for current operations.

    - S-2 representative for current intelligence, surveillance, and reconnaissance (ISR).

    - Plans (combined S-2/S-3).

    - Fire support officer (FSO)/Targeting representative.

    - S-4/Property book officer representative (identify stay-behind equipment [SBE]/supplies and inventory/hand receipts).

    - S-6 representative (communications and networks).

    - Headquarters Company (mayor cell/life support cell).

- The PDSS process should focus on staff functions and the transition and not exclusively on the commander.

- Prepare a list of requests for information (RFIs) from the staff and subordinates to go with the PDSS team. The team uses this list to ensure all the key information is covered during its time with the outgoing unit, to include meeting local government officials, tribal leaders, and other key leaders designated by the unit, PRT, human terrain team (HTT), and the Afghan National Army (ANA).

- Have a checklist of staff materials/documents for the PDSS team to obtain during its time with the outgoing staff. (See section below on what items personnel should bring back from the PDSS.)

- Open a line of communication with the outgoing unit. Establish a routine means and schedule of communicating between units to allow for coordination prior to the PDSS. Use this communications link to continue a dialogue with the outgoing unit, answer additional RFIs, and update both staffs to any changes that occur after the PDSS.

The staff must prepare a PDSS checklist based on the commander’s guidance and its initial mission analysis. A staff survey suggested including the following areas/items on the checklist:

- Digital pictures of key places, infrastructure, and local persons of importance or influence. The commander and staff should conduct a reconnaissance of the real estate where the unit will operate (“boots on the ground”).

- Current enemy situation. Include current enemy tactics and practices, incidents, and experiences of enemy operations.
- Current TTP and best practices used by the outgoing unit.
- Changes in the operational environment that have occurred during the deployment of the current unit.
- Day-to-day functional schedule of the staff and subordinate staffs:
    - Battle rhythm.
    - Reporting schedules.
    - Briefing schedules.
    - Battle tracking methodology.
    - Daily information requirements (lower and higher).
- Any additional or different staffing requirements and duties the unit must fill prior to deploying, including liaison officer requirements.
- Policies and practices for dealing with contractors working on the forward operating base (FOB) (U.S. personnel, local nationals, and third country nationals).
- Support relationships (especially with contract support).
- Intelligence resources available from assets external to the unit.
- Answers for all RFIs or arrangements to get follow-up information.

Personnel should bring back the following items from the PDSS:

- Current operations summary (OPSUM) and intelligence summary (INTSUM) with operational maps/overlays.
- Key products from the targeting process—running estimates, high-payoff target lists, target synchronization matrixes.
- Copies of all standing operating procedures (SOPs), report formats, and standardized briefing formats, digitally if possible.
- Maps/drawings of the FOB and digital pictures of the facilities, if possible.
- A list of SBE or theater-provided equipment, materials, and supplies that will pass from the outgoing unit to your unit. Include maintenance status and identify any equipment shortfalls.
- Continuity books for each staff section.
- Access to the present unit's Web portals.

Relief-in-place planning

A good PDSS followed by continuous communication and information sharing contribute to a successful relief in place (RIP)/TOA. Planning for the RIP/TOA should begin just after the PDSS (or about 90 days out). During the planning, get the outgoing unit's recommendation on troop to task and task organization coverage to ensure the correct staff members with the right staff skills are employed in the RIP.

Section II: Reception, Staging, Onward Movement, and Integration

Figure 2-1 provides an overview ("a way") on how to schedule and conduct a reception, staging, onward movement, and integration (RSOI) process tailored for Operation Enduring Freedom, with emphasis on key tasks that must be accomplished in order to conduct an effective RIP/TOA. Although there are many administrative/logistical factors that must be accounted for during the RSOI process, the focus should be kept on how to doctrinally set the conditions, train on mission essential tasks such as close air support, and apply rules of engagement/escalation of force procedures to help shape conditions for an effective RIP/TOA. A successful RSOI helps "set the stage" for an efficient and seamless RIP/TOA between units.

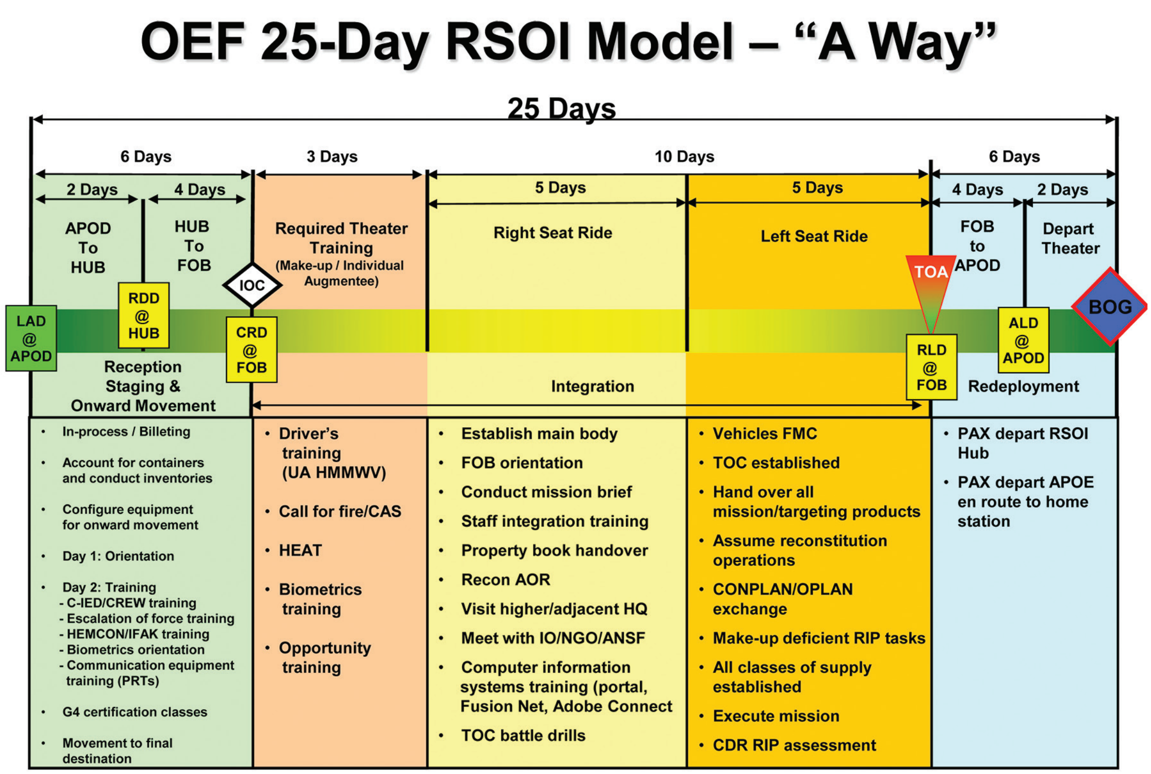


Figure 2-1

Section III: Relief in Place/Transfer of Authority

The process of conducting the RIP/TOA can make or break your unit. An effective RIP/TOA eases the transition between units and allows the staff to adapt to the operational environment and the unit to prepare to execute combat tasks and missions. Every rotation is different; therefore, every RIP/TOA transition is unique; do not short-change the process. The goal is to achieve a seamless transition in the face of the enemy with uninterrupted combat effectiveness. Incoming and outgoing staffs must meticulously plan RIP activities and designate responsibilities. The finished plan should consist of a detailed list of tasks to accomplish.

Make the best use of the time you spend with the outgoing unit. Quickly work your Soldiers into the daily operations of the outgoing unit. Do right-seat/left-seat patrols. Include ANA units if that is part of the force/mission in the AO you are inheriting. During this initial period, concentrate on the TTP and SOPs that are working and adapt them to your unit. Get comfortable with the outgoing unit's best practices and observations, insights, and lessons.

The commander should consider sending some of the key primary staff forward early with the advanced echelon. The S-2, S-3, S-4, S-6, and FSO can begin preliminary work for the RIP before the remainder of the staff and the subordinate headquarters arrive.

Conducting the relief in place

Most transitions span a 10- to 14-day period; however, the more time your unit and the outgoing unit can spend together the better. Request ahead of time a 60-day plan from the unit (i.e., what they would do for the next 60 days). The staff must make the best use of the time available for the RIP, and both staffs should strive to make the RIP successful. The incoming unit staff must discard any perception that it is better or smarter than the staff it is replacing or that staff members "know it all." The SOPs and continuity books obtained during the PDSS will assist the incoming staff in adapting to day-to-day requirements. The outgoing staff must make every effort to answer all RFIs from the incoming staff.

The outgoing staff must get the new staff up to speed. The outgoing staff should be wary of distractions such as packing up military vans, customs inspections, and other activities associated with unit departure from theater. Take the time and make the effort to do this right. The success of the mission and the well-being of Soldiers depend on it!

Both staffs should work side by side during the transition period (left seat/right seat ride). The incoming staff should assume responsibility for the daily operations as soon as feasible. During this initial period, the incoming staff should concentrate on the TTP and SOPs that are working and adapt them to the unit. A longer RIP process provides more time for the incoming staff to become comfortable with implementing the existing SOPs. The staff should avoid changing existing SOPs and TTP until after it has had several weeks to settle in. After a considered evaluation as to why changes are needed, adjust the SOPs and TTP as needed. When feasible, the outgoing unit should leave in place all computers/software/databases. In the first few weeks after the TOA, the "status quo" is usually the best policy.

Inventory equipment and transfer accountability for materiel that stays in place. Work the process between the staffs before the incoming unit deploys. The outgoing staff cannot clear the operational theater until it completes this process.

RIP is the time for outgoing unit leaders to introduce incoming unit leaders to local community leaders and government officials they interface with on a routine basis. This practice helps avoid breaks in the intelligence networks developed over time by the outgoing unit and will reduce the time the citizens need to build their trust in the incoming unit after the old unit departs. (For more information on key leader engagements, see Chapter 3.)

The outgoing unit leadership should not hide any shortcomings in its conduct of operations. The incoming unit will discover any faults in time anyway. Do not try to mask bad news or avoid discussion of any "unfinished business." If there are problems, inform the incoming unit leadership. It may save someone's life!

TOA should occur at the point when:

- The incoming staff has established a battle rhythm.
- The incoming staff has effective battle tracking and good operational awareness of the AO.
- The incoming staff is comfortable with SOPs and staff TTP.
- A liaison is established with higher and adjacent headquarter and other agencies as required.
- Supply accountability is transferred to the incoming staff.
- Support relationships are in place (including contractor support).

Steps to take to ensure an effective RIP:

- The outgoing unit focuses on completing an effective RIP process rather than going home.
- Sufficient time is allocated for the RIP process, and the units do not rush through the procedures.
- Key personnel (incoming and outgoing) are present during RIP activities.
- The outgoing unit is responsive to the incoming unit regarding RFIs and provides the new unit with relevant information that affects its area of responsibility (AOR).
- OPSUMs, INTSUMs, and significant activities (SIGACTs) are up to date.
- RIPs/TOAs are organized and synchronized with higher command and subordinates.
- The outgoing staff provides an "over-the-shoulder look" for the incoming staff to gain a better situational awareness and understanding of the daily battle rhythm in the AOR.

Relief in Place/Transfer of Authority Guides

Use the following guides to help plan and conduct an RIP/TOA. The guides are not intended to dictate exactly how your staff conducts the RIP/TOA nor are they all-inclusive. Use them to build the battalion and brigade RIP checklists that are specific to your mission.

When planning the RIP, be sure to read and adhere to the SOPs of your headquarters and its next higher headquarters. If it is available, get a copy of the outbound unit RIP/TOA after action review, which should suggest areas you must include in the transition.

The information below will assist the commander and staff in putting together an effective RIP so their unit is ready to take charge of the mission at the TOA. The guides list a task and standard for each of the RIP areas concerned. These guides also support reporting with a tracking methodology (Go, No Go, Red-Amber-Green). The staff can use these to preload tasks and issues for the RIP process.

Split the time available equally for the RIP. During the first half of the process, the outgoing unit leads and the incoming unit observes. Midway through the process, the outgoing unit switches seats with the incoming unit, and the incoming unit works through the process (right seat leads, left seat observes).

Operational Overview Briefs (All Staff)

Staff preparation: Both staffs have copies of the existing written guidance and policy letters and operational and tactical maps of the operational environment.

Tasks:

- Outgoing staff conducts operational overview brief to incoming staff members.
- Outgoing staff highlights types of missions and roles performed with incoming staff.
- Outgoing staff highlights location and contact numbers for other U.S. and North Atlantic Treaty Organization (NATO) forces operating within the area.
- Outgoing staff highlights location, activity, and contact numbers (if known) for other U.S., NATO, and other nonmilitary agencies operating within the area.
- Incoming staff receives copies of all briefings, operation orders (OPORDs), and fragmentary orders (FRAGOs) from the last 60 days.
- Incoming staff understands location and boundaries of adjacent U.S. and NATO forces operating within its AO.
- Incoming staff members complete question-and-answer periods with outgoing staff members following all briefings.

End state: At TOA, incoming staff is oriented on all aspects of current operations within its operational environment.

Standing Operating Procedures, Battle Rhythm, and Battle Drill Tactics, Techniques, and Procedures (All Staff)

Staff preparation: Incoming staff has all units' tactical SOPs, special (section) SOPs, staff battle drills (TTP), and reporting requirements to higher headquarters.

Tasks:

- Outgoing staff executes SOP orientation brief to incoming staff members (by section).
- Incoming staff personnel learn SOP requirements during the left-seat ride portion and implement SOP requirements during the right-seat ride portion of the RIP.
- Incoming staff members adapt to outgoing staff's battle rhythm (standard meeting and reporting schedule) during the left-seat ride portion and incorporate this into their battle rhythm during the right-seat ride portion of the RIP.
- Outgoing staff briefs tactical TTP and battle drills used and refined over the length of its tour, to include:
  - Vehicle load plans.
  - Pre-setting frequencies in communications equipment.
  - Monitoring different communications nets while mounted and dismounted.
  - Damaged vehicle security and recovery.
  - Landing zone security in event of aerial medical evacuation (MEDEVAC).
  - Over watch of discovered or suspected improvised explosive devices.
  - Receiving reports and battle tracking.
  - Reporting to staff in the tactical operations center (TOC) during operations.
- Incoming staff observes the execution of staff TTP and battle drills by outgoing staff during the left-seat ride portion of RIP.
- Incoming staff incorporates and further refines learned staff TTP and battle drills during the right-seat ride portion of RIP.

End state: Incoming staff has established a battle rhythm and incorporated existing SOPs and TTP in its staff functions.

Area of Operations Orientation and Reconnaissance
(Executive Officer, S-2, S-2X, S-3, S-7, S-9, and Chaplain)

Staff preparation: Outgoing staff plans and leads the AO reconnaissance. The incoming staff has the current OPSUM and situational maps and photographs for situational awareness.

Tasks:

- Incoming staff receives operational overview brief from outgoing staff prior to reconnaissance of the AO.
- Outgoing staff briefs incoming staff on all key tribal and religious demographics prior to conducting the reconnaissance.
- Incoming staff has knowledge of friendly situation, to include locations and actions of active combat patrols and combat logistics patrols within the AO.
- Outgoing and incoming staffs execute reconnaissance of key terrain and key infrastructure facilities within the AO.
- Incoming staff possesses situational awareness and understanding of key terrain, key infrastructure facilities, key government facilities, and religious sites located within its AO.
- Outgoing staff instructs the incoming staff on prominent local nationals within the AO (known tribal, religious, political, police, and military leaders) friendly to U.S. and coalition forces.
- Outgoing staff provides a list of points of contact and phone numbers.
- Incoming commander and key staff members are introduced to prominent local leaders when and where possible.
- Outgoing staff instructs incoming staff on local nationals who are suspected of directly supporting insurgent or criminal groups within the AO.
- Outgoing staff instructs incoming staff on MEDEVAC procedures, close air support procedures, aviation support procedures, and current ISR capability and availability.
- Outgoing staff instructs incoming staff on TF ODIN request procedures.

End state: At TOA, incoming staff members have conducted a reconnaissance of key physical terrain, key infrastructure, key facilities, and influential leaders within the AO.

Area of Operations Intelligence Review (S-2, S-2X, S-3, S-7, S-9, and Chaplain)

Staff preparation: Outgoing staff provides the incoming staff with the current OPSUMs, INTSUMs, and SIGACTs for the last 60 days. Ensure all the "intel" checklists are adequate. However, after the initial PDSS, the incoming unit should begin tactical overwatch with the outgoing unit. Tactical overwatch is conducted CONUS (continental United States), basically working with the deployed unit to build target folders.

Tasks:

- Outgoing staff briefs current INTSUMs and SIGACTS.
- Outgoing staff briefs threat groups, affiliations, and persons of interest suspected of being involved in insurgent activities.
- Outgoing staff briefs insurgent and criminal activities in the AO during the past 60 days.
- Incoming staff understands the predominant insurgent tactics used within the AO.
- Incoming staff understands the location of all areas where enemy activity is high.

End state: At TOA, incoming staff has situational understanding of all insurgent and criminal activities within the AO during the past 60 days.

Intelligence Exploitation Review
(S-2, S-2X, S-3 [Battle Captain], S-7, and Chaplain)

Staff preparation: Outgoing staff provides the incoming staff with a list of the current intelligence operations and assets operating within the AO.

Tasks:

- Outgoing staff briefs incoming staff on organic and available intelligence systems, including the process for attaining intelligence and/or collection support from adjacent and higher headquarters' assets.
- Incoming unit understands all current ISR activity in the AO.
- Outgoing staff instructs incoming staff on available sources of and how to request best practices to leverage imagery products.
- Outgoing staff instructs incoming staff on available sources of:
    - Signals intelligence products and cell phone exploitation procedures.
    - Computer exploitation procedures.
- Outgoing staff briefs incoming staff on current human intelligence operations (passive collections and every Soldier is a sensor).
- Outgoing staff instructs incoming staff on the process for targeting and target folder development.
- Incoming staff observes reporting and tracking of enemy activity in the AO by outgoing staff during the left-seat ride portion and implements method during the right-seat ride portion of RIP.
- Outgoing staff briefs incoming staff on intelligence support to its information operations (IO). Incoming staff assumes support to IO during the right-seat ride portion of RIP.

End state: At TOA, incoming staff understands all of the present intelligence exploitation processes and intelligence activities in its AO.

Detainee Operations (S-2, S-2X, S-3, Military Police Platoon Leader)

Staff preparation: Outgoing staff provides the incoming staff with its SOP and TTP for processing detainees.

Tasks:

- Outgoing staff instructs incoming staff on its detainee operations:
    - Rules for determining who to take as a detainee.
    - Procedures for collecting evidence and maintaining the chain of custody.
    - Rules for tactical questioning and who conducts interrogations.
    - Procedures for tracking detainee information.
- Outgoing staff instructs incoming staff on its procedures for using biometrics tools (enrolling detainees, screening locals, and transferring data to higher headquarters).
- Outgoing staff briefs incoming staff on the current be-on-the-lookout for persons of interest and high-value target lists.
- Outgoing staff briefs incoming staff on evacuation time line requirements in theater, location of internment facilities, and procedures for detainee transfer. Incoming staff must demonstrate understanding during the right-seat ride portion of the RIP.
- Outgoing staff briefs incoming staff on the procedures for evacuating detainees needing medical treatment at the time of capture. Incoming staff must demonstrate understanding during the right-seat ride portion of the RIP.
- Incoming staff assumes control of detainee operations during the right-seat ride portion of the RIP.

End state: At TOA, incoming staff has control of the detainee operations within the AO.

Personnel Operations (S-1)

Staff preparation: Outgoing staff provides the incoming staff with the higher headquarters' SOPs and policy letters (awards, evaluations, reports, personnel actions, etc.).

Tasks:

- Outgoing staff briefs incoming staff on higher headquarters' and supporting headquarters' SOPs, policies, and TTP for personnel actions.
- Incoming staff understands all theater policies for forms and publication management; official mail; and Privacy Act, Freedom of Information Act, and congressional inquiries.
- Incoming staff understands the process and requirements for personnel accountability and strength reporting in theater and demonstrates this knowledge during the right-seat ride portion of the RIP.
- Outgoing staff instructs the incoming staff on responsibilities for casualty correspondence (letters of sympathy and condolence).
- Incoming staff understands the procedures for reporting casualties, tracking status through evacuation, and recovery and evacuation of personal effects.
- Incoming staff understands the theater replacement operations process.
- Outgoing staff instructs the incoming staff on local policies for conducting public affairs operations.
- Incoming staff understands how to obtain external legal affairs support to include service transfers, line of duty investigations, conscientious objector processing, summary court officer appointments, and military justice.
- Incoming staff understands the postal operations process.
- Incoming staff takes over all personnel actions and stay-behind military records.

End state: At TOA, incoming staff has assumed control of human resources core missions and actions.

Conduct Property Inventories and Physical Property Transfer of Stay-Behind Equipment (Vehicles and Theater-Provided Equipment) (S-4, Property Book Officer, Hand Receipt Holders)

Staff preparation: Outgoing staff has all installation and organizational property hand receipts and shortage annexes on hand. All applicable technical manuals are available for reference.

Tasks:

- Outgoing staff has identified shortages on valid requisition and provides the document numbers to the incoming staff.
- All accounts for outgoing unit are closed and reopened with the incoming unit's UIC (unit identification code).
- Both staffs conducting inventories have copies of hand receipts and shortage annexes prior to beginning the inventory.
- Outgoing unit lays out 100 percent of the equipment for inspection and inventory. Incoming and outgoing staffs complete a joint inventory of all equipment (by serial number, where applicable).
- Both staffs verify serial numbers of all sensitive items.
- Outgoing staff initiates financial liability investigation of property loss (FLIPL) based on discrepancies found during the joint inventory.
- Incoming staff verifies and signs installation and organizational hand receipt and takes physical possession of all equipment.
- Incoming staff submits hand receipt paperwork to property book team in sector according to applicable policy directives.

End state: Prior to TOA, incoming staff has conducted a 100 percent inventory and accounted for (by serial number where required), signed for, and possesses 100 percent of all designated SBE with valid shortage annexes and requisitions for missing items.

Conduct Installation Property Transfer (S-4, Property Book Officer)

Staff preparation: Outgoing staff provides the installation property hand receipt with all shortage annexes. Applicable owner's manuals and operating manuals are available to the staff for reference.

Tasks:

- Outgoing staff provides incoming staff with any owner's manuals or product components listings for off-the-shelf items.

- Outgoing staff personnel have 100 percent of the equipment laid out or have identified the equipment's location (if item cannot be disconnected) prior to the inventory.

- Both incoming and outgoing staffs complete the joint inventory of all equipment (by serial number, where applicable).

- Outgoing staff initiates FLIPL based on discrepancies found during the joint inventory.

- Incoming staff verifies and signs installation hand receipt, provides copies to installation property book team in sector, and takes physical possession of all installation property.

End state: Prior to TOA, incoming staff has conducted a 100 percent inventory and accounted for (by serial number where required), signed for, and possesses 100 percent of all installation property with valid shortage annexes and requisitions for missing items.

Maintenance Program for Stay-Behind Equipment
(Executive Officer, Maintenance Officer)

Staff preparation: Outgoing maintenance staff has provided all valid Department of the Army Forms 5988, *Equipment Maintenance and Inspection Worksheet,* to the incoming staff. Outgoing maintenance staff provides all technical manuals to the incoming maintenance staff.

Tasks:

- Outgoing and incoming staffs conduct joint preventive maintenance checks and services (PMCS).
- Outgoing staff briefs process for maintenance and repair at the direct support maintenance level, and incoming maintenance staff understands how to contact the direct support maintenance activity.
- Outgoing staff conducts orientation visit to external maintenance facilities (i.e., contract maintenance support and/or U.S. staff maintenance collection point) and receives points of contact for scheduling maintenance repair to vehicles, radios, and weapons.
- Outgoing maintenance staff briefs incoming maintenance staff on the current periodic services schedule for SBE.
- Incoming staff establishes necessary maintenance accounts and verifies equipment in Unit Level Logistics System–Ground.
- Outgoing staff briefs service data for all ancillary equipment (weapons, communications equipment, and night-vision goggles).
- Incoming staff understands method of reporting battle losses and requisitioning replacement equipment.
- Incoming staff assumes maintenance mission.

End state: Prior to TOA, incoming maintenance staff has conducted a 100 percent PMCS on all SBE, understands the procedures for external maintenance support, and has assumed the maintenance mission.

Religious Support Program (Religious Support Team)

Staff preparation: Outgoing chaplain and chaplain assistant have provided incoming chaplain and chaplain assistant with the current religious support summary and all SIGACTs for the last 60 days.

Tasks:

- Review and transfer religious support continuity files.
- Review OPORDs and FRAGOs.
- Review command and religious support reports.
- Reconnaissance FOBs, medical treatment facilities, morgues, and chapels.
- Rehearse mass casualty plans.
- Transfer and assess worship service coverage.
- Transfer and assess casualty ministry coverage.
- Transfer property and hand receipts.
- Transfer and assess morgue ministry.
- Review memorial service SOP.
- Review religious coverage plan.
- Review religious support products.
- Review military decisionmaking process products.
- Meet leaders of civil–military operations.
- Meet leaders of IO and psychological operations.
- Participate on operational planning boards and cells.
- Participate in operations and situational update briefings.
- Meet key religious leaders.
- Review religious leader liaison materials and products.

- Review environmental leave, suicide, and reunion briefings.
- Review funding procedures.
- Review religious support team travel and security procedures.
- Conduct TOA.

End state: Prior to TOA, incoming chaplain and chaplain assistant have a thorough knowledge of the command's religious support program and key religious leader points of contact and are integrated into the staff decision-making process.

Chapter 3

Key Leader Engagements

> "Be an expert on the local situation. Build connections and hold routine 'Jirgas' [i.e., assembly of Afghan elders]. Afghan culture is founded on personal relationships. Listen to the population and adjust accordingly. Earn their trust. Develop their ownership in the solution. If they sweat for it they will protect it."
>
> —Commander, International Security Assistance Forces (COMISAF), Counterinsurgency (COIN) Guidance

Becoming an expert on the local situation is not limited to just the operating area of the platoon through brigade but those areas that have influence upon the village, district, or province. One must understand the local politics and which government officials are truly designated to speak for the people (tribal leaders, village elders, Afghan National Army [ANA] personnel, etc.). Leaders must understand the organizations that are governmental or non-governmental and businesses that have influence upon these leaders.

Engaging Key Leaders

The ability to target key tribal, village, and district leaders is essential to building a bond between the Government of the Islamic Republic of Afghanistan (GIROA), ANA, Afghan National Police (ANP), and the ISAF. Engaging leaders over security alone will not separate the insurgents from the population or gain support for the GIROA. True concern for the needs of a tribe, village, and district with honest commitments is just as important. One needs to support the population, which is gained by applying the appropriate influence. If you can shape the operational environment by nonlethal means, the population becomes more flexible in its support of the lethal targeting of insurgents. However, without the ability to provide security, no amount of improvements in the standard of living will convince local leaders and their tribes to support the GIROA. Once the GIROA has established security in the isolated villages so insurgents cannot mass against them, then conditions can be set for effective reconstruction.

The use of the ANA or ANP, human terrain teams, provincial reconstruction teams, embedded training teams, and civil affairs using ASCOPE (area, structures, capabilities, organizations, people, and events) or PMESII (political, military, economic, social, infrastructure, and information) to assess villages and districts and their leaders leads to more focused key leader engagements (KLEs). Using ANA, ANP, or IROA representatives provides access to those who can influence the reduction of insurgent activities, reduce village support to insurgents, and boost support to the GIROA.

The KLE is about the individual, his cultural norms, his tribe, and his need to maintain control of his environment. Depending on the area, a key leader's ethical decisions are not necessarily based upon a rigid moral compass but upon moral imperatives. Ethics are based on self-interest and self-preservation. Using one's family, clan, village, or tribe is expected. Why else would a public official hold office?

Tribal Engagement

Tribal engagement is an important aspect of the COIN effort in Afghanistan. The tribal system in Afghanistan is a strong facet of day-to-day life. The system of government establishing itself in Afghanistan has sub-governors in each district, a governor for the province, and a parliament and president for the country. The elders represent their villages and tribes; the government must have the support of the elders if it is to survive. The majority of the population still views the elders as the decision-makers as opposed to the government representatives. This is evidenced when the elders ask for a prisoner release after a person is arrested by either the ANA or coalition forces. The elders will ask for release because they collectively “vouch” for the prisoner’s innocence and still believe the tribal system is a much more appropriate method for dealing with criminals. Efforts are constantly made to convince the elders that the person was arrested based on evidence collected according to the new Afghan law system outlined in the new Afghan constitution.

Tribal elders are reluctant to submit to the proposed system of government for a number of reasons. According to the proposed system of law, power is taken away from the tribal elder and given to an elected official. The tribal elder has been the cornerstone of Afghan governance for thousands of years, and elders are not willing to relinquish this power to someone who may be from a different tribe. Elders assume that their tribe or sub-tribe will not be represented appropriately, and they often are correct in this assumption. Tribal loyalty, in many cases, is more important than loyalty to the country of Afghanistan. Elders are not willing to place a united Afghanistan over advancement of their particular tribe.

ANA operations and tribal engagements are the keys to convincing the population and elders of Afghan government efforts and the importance of a united Afghanistan.

ANA is tasked with securing the country. Progress in governance can be made only when security is established. Only after security is established will the elders and the general population see the GIROA as a legitimate force for stabilizing the country. Integral to the stabilization of Afghanistan is allowing the tribes to retain their individual identities while conceding some power to the new system of governance. This can be accomplished only through the engagement of tribal elders by Afghanistan National Security Forces (ANSF) and GIROA representatives.

Tribal elders in close vicinity to ANA or coalition firebases and outposts are much more likely to support the GIROA government. Enemy groups and facilitators constantly engage local villagers, but most of the time they get little or no support because of constant ANA and coalition presence. The Afghan people understand power, and they will support the element that, in their eyes, has the power—either the ANSF or the enemy. The elders know the enemy can affect them more in remote areas, so they will harbor enemy facilitators more readily than elders who are near coalition firebases. The elders near a coalition or ANA presence understand the power of the ANA to arrest any facilitators that harbor enemy elements.

Figure 3-1

Note: For more detailed information on KLEs and how to conduct a successful KLE, refer to Graphic Training Aid 90-01-019, Afghan Key Leader Engagement (KLE) Pocket Reference Guide for Initial Entry Training (IET) Forces, January 2010, located at the inside back cover.

Chapter 4

Establishing Legitimacy Through Effective Governance

International Security Assistance Forces (ISAF) and coalition forces, in conjunction with the Afghan National Army (ANA) and Afghan National Police (ANP), currently are providing the framework for local governments to build relations and solve conflicts that apply the rule of law and boost the legitimacy of the Government of the Islamic Republic of Afghanistan (GIROA). The GIROA continues to increase its presence within all areas, providing security for the people through the Afghan National Security Forces (ANSF) and the ANP. They must bolster local governance and bind the central government to the tribes by establishing and maintaining relationships through key leader engagements with tribal elders and leaders.

The development of enduring relationships between the Afghan government, coalition partners, and the tribes will exacerbate cracks in tribal support for the Taliban and al Qaeda, allowing tribes to choose an alternative to these insurgents/terrorists. The development of enduring relationships can win over the tribal members who fight out of honor and not out of ideology (i.e., the tribal concept of "Pashtunwali," where defending one's honor is of paramount importance). Moreover, as Afghan people throughout the GIROA's many vast and varied provinces are increasingly exposed to outside elements such as nongovernmental organizations and international military forces, there is an opportunity to gain more respect among the tribes and their peoples as a new and respected element in the social and political landscape.

Role of Provincial Reconstruction Teams

An eventual ISAF exit strategy is contingent upon strengthening ties between the GIROA and the local tribes. For Afghanistan, this focus on governance shifts the mandate of the provincial reconstruction teams (PRTs) away from reconstruction towards building engagements between the tribes and the Afghan government. This requires a reassessment of PRT strategy that previously focused on building capacity through reconstruction efforts instead of establishing trust through engagements with local tribes. This revised strategy will help strengthen governance and establish legitimacy. PRTs should encourage tribal elders to talk to their district governor, using Afghan processes to achieve their goals.

Once the relationships are established, these individuals—whether military commanders, PRT leaders, or civilians—must demonstrate the value of the Afghan government by rewarding tribal members through a performance-based framework informed by the unique situation of each tribe. This reward structure requires flexible response, with greater contributions to quick response funds, Commander's Emergency Response Program funds, and other discretionary spending. These funding mechanisms are enabling tools to help engage tribes quickly and demonstrate the value to the tribes of working with the GIROA and ISAF. The goal is to link local tribes to the Afghan government rather than ISAF and/or nongovernment agencies.

Although the PRTs are a force multiplier to dialogue with the local population through engagements, this role is not exclusive. Leaders and Soldiers down to platoon level also have a key stake in winning the hearts and minds of the people—the center of gravity. Tribal engagement is neither quick nor cheap. It is a difficult, time-consuming, and relationship-driven approach that requires the GIROA and ISAF to make significant commitments to ensuring its success.

Vignettes

The following vignettes typify recent success stories at the local and district levels that bring effective governance to the people and serve as examples on ways to build trust and lasting relationships with the Afghanistan population.

Vignette #1: Afghan National Police (ANP) and Afghan Border Patrol (ABP) Development

Situation: Given a porous border in an eastern province with limited manpower resources, the ABP faced a challenging mission. However, the ABP spent a disproportionate amount of time in the provincial interior doing the job of an ineffective ANP that was not well trained. Stability and security for the population required a strong, capable, and morally acceptable police force. Creating ANP capability was vitally important to achieving protection for the people. The challenge was to create a training program with a program of instruction (POI) that could succeed where others had not.

Lessons Learned:

- The plan for the local Afghan training center was designed to improve the capability of the ANP and the ABP. One of the problems was enabling the already overcommitted ANP to conduct training without rendering the rest of the force incapable of conducting operations. This problem was dealt with by a POI that required attendance for four hours a day, three days a week. Although this arrangement was not ideal for developing capability, it was acceptable to the ANP.

- The training conducted was professional and respectful of Afghan culture. ANP or ABP officers running up hills or doing push-ups was not appropriate. The local Afghan training center concentrated on tasks necessary to bridge the gap between the training that officers received at the regional training centers and the training required to survive in the area's counterinsurgency (COIN) environment. The local Afghan training center sharpened the skills of ANP and ABP without creating more stress on the attendees.

- The local Afghan training center developed an Afghan train-the-trainer methodology that provided more qualified ANP and ABP instructors. As a result, more capable ANP and ABP forces developed from this improved training construct. The better-trained ANP and ABP demonstrated to the local tribal leaders that they could adequately provide security for the local populace, which enhanced GIROA sub-governmental (i.e., at the province level) legitimacy.

Figure 4-1

Vignette #2: Bolstering Local Government

Situation: A U.S. Army Special Forces Operational Detachment Alpha (ODA) commander was invited to a *shura* (local tribal council meeting) held by the provincial sub-governor. The issue at hand was the debt between two individuals from competing tribes. A man from one tribe had kidnapped a member of an adjacent tribe to satisfy—in his mind—an unpaid debt. A month earlier, the ABP, ANP, and the ODA had conducted a joint patrol through the tribal areas. The provincial sub-governor had accompanied the dismounted patrol. The patrol was informed of the kidnapping and eventually freed the victim. At that point, provincial government officials ordered the victim to remain in the custody of the provincial police until an investigation could be completed. A *jirga* (assembly of elders) was held that included elders from each tribe and the GIROA. With the blessing of the provincial governor, the tribal elders decided that the kidnapped man would repay his debt.

Lessons Learned:

- Upon discovering that a kidnapping had taken place during the joint (ANP, ABP, and ODA) dismounted patrol, the leaders and members of the patrol effectively engaged the provincial government officials and local tribe leaders to remedy the situation.

- The local tribe leaders, working with the local government, affected a workable solution. Successful integration of local and provincial government officials in this engagement bolstered the legitimacy of the GIROA.

Vignette #3: Building Capacity

Situation: Through an innovative U.S. Agency for International Development initiative, rural districts throughout Afghanistan are now receiving affordable telecommunications services for the first time through the construction of District Communications Network Centers (DCNCs). These centers provide phone and Internet services to both the local government and district residents. Throughout Afghanistan, 268 DCNCs connect remote regions of the country with the central government in Kabul, provincial governments, and the rest of the world. Recently the GIROA extended its reach to the troubled Andarab Valley in Baghlan Province with two new DCNCs in the isolated districts of Deh Salah and Puli Hisar.

Lessons Learned:

- A telephone line helps people and most importantly the government in stabilizing provincial areas.

- Good governance is possible when citizens and elected officials have the opportunity to discuss local needs and government services on a regular basis. In a country like Afghanistan, poor roads, insufficient communications infrastructure, and security concerns hinder both direct and indirect exchanges. Bridging this gap in communications is essential to providing security and public services as well as building trust and capacity between the government and its constituents.

- By providing support to the tribal and local governments, the GIROA becomes more visible as a partner in developing regions with little contact with the central government. Communication with the governors by way of sub-governors, ANA, ANP, ABP, or communications centers allows for a more rapid response by the central government to the tribes and villages that previously had little contact.

Summary

Ultimately, stability in Afghanistan will occur when the GIROA can provide effective central governance that is bereft of corruption and that can protect its people from harm. The ISAF and coalition forces must continue to work diligently with the ANA and ANP to help build government capacity and security. When this occurs, local tribes will begin to view their central government as legitimate.

Chapter 5

Human Terrain Team Operations

> "We will help the Afghan people win by securing them, by protecting them from intimidation, violence, and abuse, and by operating in a way that respects their culture and religion. This means that we must change the way that we think, act, and operate. *We must get the people involved as active participants in the success of their communities."*
>
> —Commander, International Security Assistance Forces (COMISAF), Counterinsurgency Guidance

Section I: Human Terrain Team Insights and Observations from Afghanistan

Human terrain teams (HTTs) in Afghanistan have augmented the ability of brigade combat teams (BCTs), Marine Corps regimental combat teams, and division and corps staffs to interact with the local population within their respective areas of responsibility (AORs). Effective integration and employment of HTTs to augment military operations help fulfill the COMISAF's Counterinsurgency Guidance to secure and protect the host nation population by respecting its culture and religion.

The below insights and observations are extracted from an article by Audrey Roberts in the September–October 2009 edition of the *Journal of International Peace Operations* titled, "A Unique Approach to Peacekeeping: Afghanistan and the Human Terrain System." Ms. Roberts is an HTT member with recent operational experience in Afghanistan. Her comments provide a good overview of the mission, role, and function of an HTT:

HTTs are a part of the Human Terrain System (HTS). HTTs are just a few of the enablers that have been integrated within the U.S. Army over the past few years. For the past year and a half, I've served on an HTT based out of Forward Operating Base (FOB) Salerno, Afghanistan, supporting three different U.S. Army brigades, their enablers, and other organizations operating in the brigades' areas of operation (AOs). My views are based only on my experiences operating in six provinces of Afghanistan: Ghazni, Wardak, Logar, Paktya, Paktika, and Khost.

The first HTT ever arrived in Afghanistan in February 2007. In sum, the HTT mission statement is as follows:

> To conduct research to provide a nuanced understanding of the social, economic, political, and cultural elements of the operational environment (OE).

In concept, HTTs are composed of a mix of enlisted Soldiers, officers, and civilians from a wide range of professional backgrounds, including academic, development, law, and the military.

Many people outside of the HTS project—both military and civilian, particularly the academic community—do not necessarily see the value-added of these unconventional teams. Bridges should be built, but creativity, transparency, and collaboration should also be fostered. An integrated understanding of the human terrain should be developed rather than gathering dozens of isolated assessments of the same area and people. There are, however, limits to this information sharing in military–academia and interagency relations and even within a BCT. HTTs feel no ownership over collection and analysis of the human terrain. Besides giving briefings and producing extensive assessments, we work shoulder-to-shoulder with our Soldiers and officers to show them what we do and how they can do it too. Primarily through dialogue, we attempt to impart the complexities of the areas in which we operate. A common framework that I suggest people utilize is set out as follows: People often talk about Afghanistan as if it is static and unchanging. Rather, popular perceptions are shifting. According to the May 2009 International Republican Institute Afghan Public Perceptions Survey, there has been a 50 percent drop in support for the government of Afghanistan since 2004. This is a critical moment of social change. Traditional institutions and networks may be weakening or breaking down (Sufi networks or tribal networks in some areas), and other kinds of networks and institutions (ethnic-based councils, as seen in Ghazni) may be rising in their stead, some with no historical precedence. Critical power brokers are not necessarily government officials, elders, and mullahs. Power brokers in communities might be the village elders, a teacher, a doctor, the educated youth, someone who works with the government, or someone who belongs to the complicated hierarchy of religious leaders. Elders may be respected but not powerful, or powerful but not respected.

Some "elders" who step forward to interface with the government or coalition forces (CF) might not be considered representative. Afghanistan is often discussed in terms such as geo-political, tribalism, ethnicity, or Islam. In approaching Afghanistan in essentialist terms, one reduces the people to these things and forgets that people often act independently. One example of this essentialist tendency is the prevalent view that tribal mapping can be used to understand Afghanistan. The problem is not the idea of tribal mapping but rather viewing tribal mapping as an end in itself. Although we may know that a certain tribe is in a certain place, the map cannot describe levels of tribal unity, the strengths or weaknesses of the tribal leadership, other networks that might be more significant than the tribe, or whether the village is the primary social unit rather than tribe.

A second example of this essentialist tendency is the idea that the tenets of Pashtunwali, the philosophy of Pashtuns, are absolute, such as the tenet of *nanawati* (sanctuary). Some communities report that they will not provide sanctuary for the enemy. Some have even made tribal treaties with sets of rules and sanctions against housing known criminals or people fighting against the government. If someone in these villages is caught harboring a criminal or an insurgent, the villager might be driven away and their home burned. Local-level considerations are critical. Neighboring villages might have incredibly different social dynamics at play. One HTT developed the "three village war" paradigm, similar to the "three block war'"paradigm. The three block war paradigm proposes that a military could be conducting lethal operations on one city block, stabilization operations on another, and development or nation-building on a third. The same can be said within the framework of villages in Afghanistan. Lack of development does not denote lack of awareness. A village is often considered a bound thing and treated as such, but regional and even global dynamics impact the most seemingly isolated areas. For example, there were rural demonstrations during the Israeli–Gaza war. Large portions of the population have access to radio and cell phone coverage. Many families have close relatives who live abroad as migrant workers, students, and refugees. Additionally, they have lived through many different kinds of governments, including monarchies, communism, Islamic republic, local autonomy during the civil war, "warlordism," and today, a centralized presidency.

The team was also successful in identifying the local populations' perceptions and interactions with local governance. The HTT's analysis discovered that locals viewed "good" government as one that consults with elders, incorporating the local tribal structure into government decisions. The team's interactions among the local populace provided the following insights: All respondents stressed qualities of listening; consulting with elders; fairness; equity; reciprocity;

and bringing the government, tribes, and people together. Prior to operations in the area, both Afghan officials and CF held strong perceptions that Paktika province was an isolated, insular area. Once on the ground, the HTT discovered that a portion of the district was actually highly transnational, possessing world views that included concepts of government that came from the Arab peninsula and Afghanistan's neighboring countries. In some areas, this generally younger, transnational population of those who left Afghanistan primarily for work was viewed as the power brokers of an area based on wealth rather than age or family status amongst the tribes. This analysis led the HTT to recommend to the BCT commander a different method of interacting with the local populace, one that did not center on the common assumption that the center of power is based on the elder tribal members of the area.

The HTT was also able to highlight the negative synergistic effects of predatory local government practices on the district population. The effects of this "bad" governance led to the collapse of a district *shura* and a feeling among a segment of the populace that only the Taliban could protect them. One elder had reported, "People were tired of the Taliban because they beat them. Now, if this government [also] beats them, what should the people do?" The HTT revealed to the BCT staff a case study that Taliban fighters in the area affected some of the population, but the effects of bad local governance affected all of the population. Ultimately, Afghans view the *shura* as the center of decision making, and the provincial and national governments need to take into account this model. This research analysis was a key planning factor for the brigade to support the need for provincial government officials to strengthen the ties to the local populace by meeting their security concerns. This improved interaction by the provincial government reduced the local populace's support of the Taliban.

The HTT best displayed this type of cultural analysis in the Yousef Kheyl district, where the team was able to assist the brigade in coordinating humanitarian assistance distribution in a more equitable manner. The HTT discovered the problem with the distribution process by interfacing with the local population during Operation Attal. The HTT recommended that the brigade distribute supplies through the district sub-governor (DSG). This new system was based on the tribal elders supplying a list of village families in the greatest need of support to the DSG, who would then provide the distribution information to the brigade through the provincial reconstruction team (PRT). This system was more successful than the previous system by ensuring equitable distribution based on tribal consensus rather than a less legitimate, Western manner. It also provided the brigade with accountability of distributed items. Lastly, this manner of humanitarian assistance distribution brought the local population to the government and aided in developing legitimacy for the DSG. Finally, the team was able to address local perceptions on security, which was that there was a direct correlation between the ability of the CF to provide protection for the local leaders and their capability to protect the general population.

According to the Operation Sham Shad HTT report, this view stemmed from the fact that "Since 2004, Paktika has been the site of numerous attacks on Afghan civilians, including electoral workers, tribal elders, and religious scholars and professionals. A number of prominent tribal elders were assassinated between 2005 and 2007, most notably the head of the Sharan tribal *shura,* a prominent Sharan tribal member, and the head of the Kushamond tribal *shura.*" These assassinations led to many effects identified by the local populace. The effects included government officials leaving the province, the local population unwilling to work for or with the government, collapse of the tribal *shura,* and anger at the assassinations. In fact, the report also noted, "One of the more profound effects both described and observed was elder self-censorship and fear of talking openly to both the CF and also to other senior *shura* members."

The integration of this human terrain information gathered in the field by the HTT provided the brigade's common operating picture and added cultural perspective. Thus, cultural perspective positively influenced the planning and decision-making processes of the unit.

In Sadr City, Iraq, an HTT provided extensive support to brigades during local key leader and governance engagements. The activities of identifying, prioritizing, and interacting with influential political, military, tribal, business, and religious leaders fit perfectly within the HTT's scope as researchers and facilitators of the socio-cultural aspects of the operational area. HTT analysis of key leader engagements was based on the local culture, which assisted the brigade in distinguishing individuals on the basis of tribal and religious affiliation in contrast to Western measures of influence based on occupation, wealth, fame, or success.

The examples described above keenly display the Human Terrain System's dedication to training and deploying HTTs to assist combat brigades. This support has taken many forms and used different methodological constructs, leveraging the socio-cultural aspects of the brigade area of operations and creating a clearer picture of the human terrain for both the commander and his staff.

Note: Sections II and III are extracted from CALL Handbook, 09-21: *Commander's Guide–Employing a Human Terrain Team in OEF/OIF Handbook.*

Section II: Employing a Human Terrain Team

Units should fully implement the HTT into their planning processes. The team leader and social scientist should be the principal advisors to the commander and staff. The HTT should ensure all unit activities take into account the human terrain of the AO. HTTs should participate in a variety of working groups, cells, and meetings within the staff (e.g., S-3, battle update briefing, and information operations [IO] working group). HTT personnel can be used to maximize the staff's ability to improve the understanding of human terrain within the AO. HTTs provide three primary capabilities:

- Expert human terrain and social science advice, based on constantly updated, user-friendly, ethnographic, and socio-cultural databases of the AO that leverage existing bodies of knowledge from the social sciences and humanities and ground research conducted by the team.

- Focused study on socio-cultural issues of specific concern to the commander.

- Tactical overwatch through a link to the reach-back research center, which provides direct support to the HTTs and access to its subject-matter expert network and learning institutions throughout the world.

Beyond analysis and assessment of local attitudes, perceptions, and behaviors, the HTT can also provide analysis of how U.S. military behavior impacts the local population's willingness to work with coalition forces. This analysis allows the supported commander to evaluate the effects of his operations and tailor his interactions with the local population for best effect.[1]

Task Organization

The HTT is attached to the unit and belongs to the commander, who employs the team as he needs them, just as he does any other asset. The HTT fits within the staff in one of several ways.

One way is as a special staff element that reports directly to the commander. Another way is from within the S-3 section, where the team reports to the commander through the operations officer. In either case, the commander should retain the team leader as his direct human terrain advisor and recognize that the social scientists provide unique advisory capabilities.

Special staff

Treating the HTT as special staff has been the most common task organization of the HTT within a BCT staff. As a member of the special staff, the HTT has direct access and a close working relationship with the commander. The team receives command and staff direction from the commander or the deputy commander in his stead. The commander will determine the extent of the HTT's interaction and relationships with the rest of the staff and subordinate units. Because HTTs research and analyze human terrain information about the local population, they will typically interact with the S-3 staff section and its attachments (PRTs, civil affairs [CA], IO, psychological operations [PSYOP], law enforcement professionals, and U.S. Agency for International Development [USAID]), the S-2 staff section, and other staff elements. Human terrain information comes from and is provided to all these elements.

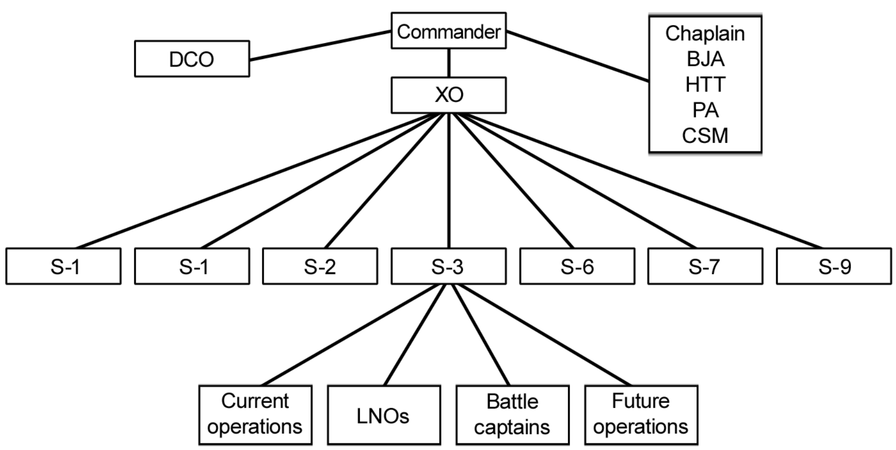


Figure 5-1

Operations section (S-3)

When placed with the S-3, the HTT is able to interact closely with the key elements within the staff that address the nonlethal environment (PRT, CA, IO, PSYOP, law enforcement professionals, and USAID). Most of the research and human terrain information about the local population will include significant interplay with the staff elements dealing with nonlethal effects.

Future operations and plans

The HTT can also be used to support planning in the future operations and plans shop. The nature of the HTT's research, which is most effective with a long-range focus, allows the team to identify and address the long-term goals and effects the unit desires. Looking ahead three-plus months at what the unit has planned and collecting socio-cultural data that would be significant to those plans enhances the planning process. This practice also assists the planning shop in looking at assessment information to determine if the commander and his units are reaching their long-term goals and objectives.

HTT Internal Organization

Regardless of the position within the staff, HTTs have historically organized themselves in five possible configurations in order to meet the needs of the supported unit.

Consolidated

Frequently, the HTT is kept intact and works on a set of research questions as a team. Within this internal organization, the team's primary objective is supporting the BCT commander and staff. This approach does not prevent support to subordinate units as long as the mission supports the overall team's research and the BCT headquarters' needs.

Split in support of the main effort

In a split configuration, a portion of the team focuses on the main effort for current operations, and another portion of the team prepares for future main efforts. The team splits its objectives, with one focusing on a subordinate unit and another supporting the BCT commander and staff. This orientation allows the team to focus all its efforts toward the same unit goal for the operation. This organization entails significant interaction and time with the subordinate unit.

Sub-unit orientation

Another way to organize the HTT is to allocate specific team members as liaisons/analysts for each subordinate unit. The commander can task each team member to focus on human terrain information and socio-cultural knowledge gaps for the subordinate unit. The team can then analyze and synthesize the information of each subordinate AO to provide a holistic picture of the higher headquarters' area. This orientation requires team members to spend significant time away from the team and among the subordinate units.

Geographic orientation

The HTT can also focus specific team members on geographic areas within the unit's area of responsibility. The commander can focus each team member on human terrain information and socio-cultural knowledge gaps for that geographic area. The team can then analyze and synthesize the information of each geographic area to provide a holistic picture of the higher headquarters' area. Under this internal organization, a team member would be dedicated to each separate subordinate unit's operational environment and, therefore, each subordinate unit commander. While the team would still belong to the BCT, each team member's primary objective would be his individual geographic area. This orientation could require the team member to spend significant time in the geographic area's command and away from the team.

Lines of operation (LOOs)/lines of effort (LOEs) orientation

The HTT can also be tasked to focus on the unit's LOOs/LOEs. Specific analysts would be responsible for human terrain information that affects a particular LOO/LOE (i.e., governance, economics, and security), and they would focus on addressing the unit's end state for that LOO/

LOE. Because information crosses over LOOs/LOEs, analysts should feed data to the entire team for fusion and analysis. This information sharing allows the team to develop research based on the unit's operation plan (OPLAN)/operation order (OPORD). In addition, the team can influence the unit's mission execution through the working groups dedicated to the LOOs/LOEs.

Human Terrain Team Capabilities

The HTT can help the brigade assess the population's needs, interests, and grievances. This assessment occurs in cooperation with CA units and PRTs through engagement meetings with local officials, provincial government officials, and tribal leaders in the AO. HTTs also help the commander identify and engage key leaders, which assist the unit in addressing another aspect of the population: the average person's perspective. When the HTT incorporates the "grass-roots" perspective into the government and tribal perspectives gathered by CA, PRTs, and others, a more robust and clear picture on the needs of the entire population emerges. This in-depth picture can then be infused into the military decisionmaking process to increase positive outcomes.

In addition to drawing upon its own individual experience and expertise, each team leverages the available body of relevant, academic, field research data in its operational area. Each team requests and gathers additional data from a variety of sources operating in theater (patrols, CA, special operations, Iraqi Advisor Task Force, law enforcement programs, PSYOP, nongovernmental organizations, open-source indigenous research, and in-country population survey contractors). HTTs use this human terrain information to assist commanders in understanding the operational relevance of the information as it applies to the unit's planning processes. The expectation is that the resulting courses of action developed by the staff and selected by the commander will consistently be more culturally harmonized with the local population (a key focus of counterinsurgency operations), which should contribute to greater success. It is the trust of the indigenous population that is at the heart of the struggle between coalition forces and the insurgents.

A commander can also use HTTs to support in-depth cultural training that can complement existing cultural awareness training conducted for leaders, staffs, and small units. This training can include interview techniques to help Soldiers ask the right questions in the correct way to elicit the desired responses. The human terrain information the HTT gathers in the field is the basis for the content of relevant unit and individual training and education.

Support to preplanning information gathering (assessments)

Units will want to understand the socio-cultural landscape prior to initiating planning. The staff will want to understand the governmental, economic, security, educational, and health care institutions within its operational environment. The HTT can assist in providing assessments of attributes of the human terrain in response to staff requests for information and provide the supported unit with a comprehensive understanding of its AO. Assessments will typically fall into one of the following categories:

- **Social structure.** The composition, hierarchy, and influence of different strata of the social structure (tribal groups, ethnic groups, religious groups, class groups, professional groups, and networks).

- **Identities.** How a population identifies itself socially, culturally, religiously, within a family structure, globally, and individually.

- **Culture.** The beliefs, values, and attitudes of the local population; the myths, symbols, rituals, and historical narratives of the population.
- **Social and behavioral norms and sanctions.** The expected social behavior and the consequences of perceived violations of those norms in a given society.
- **Conflict resolution mechanisms.** How local groups and individuals typically resolve internal or external conflicts.
- **Legitimate authority figures.** The most influential individuals in respective societies and communities, their social networks, the source of their influence, and how they can be engaged to further the unit's purposes.
- **Political system (formal and informal).** The formal political system of the AO, including ministry systems, party politics, and federal institutions; the informal political system, including which informal groups have power in a society and why and how they maximize their access to resources.
- **Economic system (formal and informal).** Systems of production, distribution, and consumption in the society to include indicators of economic health of neighborhoods, food insecurity, and black markets.
- **Institutions.** The structure, function, and influence of the area's extant and historic institutions (formal and informal) such as banking, education, health care, and postal.
- **External factors influencing the operational environment.** The influence of neighboring countries and foreign religious bodies.
- **Demographics.** The composition of the population to include literacy, employment rate, religious sect membership, education, race, age, gender, and socio-economic status.
- **Cultural geography.** Comprehensive assessments on designated areas, whether regional or provincial or simply a neighborhood block.
- **Essential services.** The local population's interface and interaction with the nation's infrastructure (rail lines, oil pipelines, sewage and water system, electrical grid and capacity, communications infrastructure, and agricultural lands).
- **Religious factors.** The area's primary religious influences and its identity, history, motivations, structure, organization, beliefs, doctrine, holidays, and views on extremism.
- **Popular attitudes.** Assessing a population's collective mentality; attitudes toward modernity, religion, and foreign presence; attitudes toward bureaucracy, violence, capitalism, corruption, business practices, and negotiations.

Once the unit determines and analyzes these human terrain elements during mission analysis, it incorporates the analysis into planning during working groups and other meetings to enhance the mission analysis brief and add to the OPLAN/OPORD.

Support to unit engagements

The HTT can assist the commander to prepare for and conduct key leader engagements. The team systematically conducts network analysis of power structures and spheres of influence within the AO to identify whom the commander and staff should be interacting with and in what capacity. Working with the appropriate staff element, the team can then identify and foster the building of relationships with those power brokers to facilitate positive engagements and cultural understanding between the parties. Post-engagement, the team provides the commander a backbrief and/or report that provides an analysis of the human terrain information gathered at the engagement and cultural cues (spoken and unspoken) identified throughout the event and their significance.

Support to reconciliation

By identifying the local tribal and religious cultural structures and using them to bring the required local leaders to the negotiating table, the HTT can be a key resource in promoting the reconciliation process. HTTs can build relationships with local power brokers, particularly actors previously viewed as irreconcilable.

Support to information operations

The HTT can provide significant socio-cultural input and recommendations to IO and PSYOP, such as making recommendations on IO themes and PSYOP products, identifying population sentiment toward the unit and its IO, and providing consequence management of messages. The team also reviews IO measures of effectiveness and measures of performance for their applicability in assessing the human terrain. Identifying key persons of influence for leader engagements can also fall within the realm of IO.

Support during relief in place (RIP)/transfer of authority (TOA)

The HTT facilitates a smooth and complete transfer of local area knowledge, helps to maintain relationships between the brigade and local civilians, and helps to maintain momentum during unit RIP/TOA. Teams are geographically located, and their tours of duty are carefully managed to overlap those of the rotating supported units.

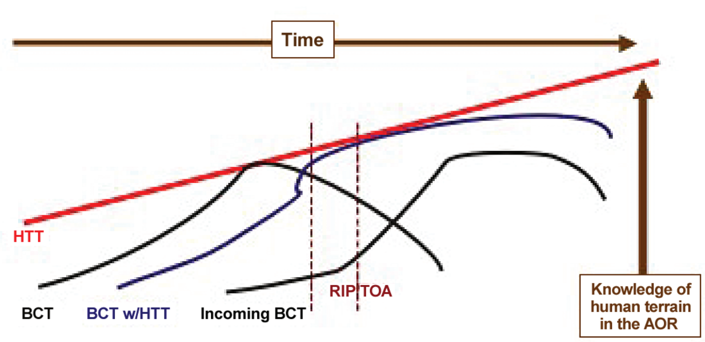


Figure 5-2

This overlap will allow the incoming commander and staff to have an immediate source of socio-cultural knowledge for key leader engagements. In addition, the HTT will be able to influence the commander's planning processes from the moment the unit hits the ground.

> "We were way off the mark on cultural awareness. We did not study the different tribal affiliations or extremist interoperations and their effect on the areas we operated in. We expended too much effort trying to understand what was offensive or polite interaction with the populace."
>
> —Battalion command sergeant major, Center for Army Lessons Learned Handbook 07-27, *First 100 Days, Commander and Staff*

During RIP/TOA, the unit should include the HTT in operations between the incoming and outgoing units, particularly with introducing the incoming military leadership to the local community, government, and tribal leaders.

Sustainment of the Human Terrain Team

HTTs do not have organic transport or sustainment equipment for operations away from the unit's headquarters. The unit provides all logistical support to include billeting, rations, security, and working space.

Transportation

The commander ensures the HTT is included in preplanned patrols and missions designed to utilize the team on the ground. The team's movements around the AO require unit support. Field research work is closely coordinated with PRTs, CA, PSYOP, and local maneuver organizations (battalion and lower) in the AO. Essentially, any element that is able and willing to transport and utilize the team is leveraged for movement.

Equipment

Team members have organic computing equipment, including hardware and software (Analyst's Notebook, ArcGIS, Anthropac, UCINet, and NetDraw), that allows them to analyze and manage the human terrain data collected in the field. Deployed teams and the continental U.S. reach-back research center use these systems to facilitate data sharing and cooperation.

Summary

Ultimately, the HTT enables commanders and their staffs to operate with specific, local population knowledge, which gives them the ability to make culturally-informed decisions. This knowledge enables commanders and staffs to increase support for the elected government and reduce support for belligerent actors and their operations. Additionally, using this knowledge prevents creating new friction points between the populations, the elected government, and U.S. military forces. Commanders and staffs that use this knowledge can reduce public support for illegitimate, nongovernmental organizations and, over time, reduce the motivation that underpins social upheaval, insurgencies, and radicalism.

For questions or further information, contact the Human Terrain System at <http://humanterrainsystem.army.mil>.

Section III: Human Terrain Team Products

> "The greater part of mankind are so narrowly and so complacently satisfied with their own standpoint that it never occurs to them to imagine themselves in other men's positions, or to endeavor to analyze their motives. What a different world it would be if we all did so!"
>
> —Sir John Bagot Glubb (Glub Pasha), *War In The Desert*, 1960

HTTs can produce a variety of products to include assessments and informational reports that provide relevant information on the human terrain.

Assessments

Socio-cultural

The HTT conducts a socio-cultural assessment to acquire a more robust socio-cultural, political, and economic awareness of an operational area to provide the supported unit with operationally relevant information to better understand the human terrain. In consultation with the supported unit, the team sets out the objectives of the assessment. The assessment may include identifying tribal friction points, local economic opportunities and constraints, local perceptions of the government, and avenues for dispute resolution.

IO themes

The HTT conducts an IO themes assessment to support effective IO, which may include a review of pre-existing themes or identifying new themes that are culturally accurate, meaningful, and effective. Ideas for these themes will surface in meetings, during review of media, and while observing Soldiers' interactions with the local population and assessing locally generated PSYOP products.

Media

Assessing trends in the media is intended to provide the unit a longitudinal view of events in the region that it generally does not have the time or means to exploit. Tracking these themes and occurrences allows the HTT a broader temporal view of events and the ability to place other local events in a more accurate context.

Informational Reports

Media summaries

Media summaries include items that have direct or indirect relevance to the AO or that might provide information on issues or events that units may encounter on their patrols or in intelligence traffic. These items allow the unit to place these references in a more accurate context.

Biographies

A biography describes a subject's life story, ideology, loyalties, beliefs, and genealogy. The HTT creates this report to inform the commander and staff of a particular local leader. A biography is usually associated with a key leader engagement or other governance-involved meeting and requires coordination with other staff elements such as the S-7.

Cultural knowledge report

At the request of the unit, a cultural knowledge report offers an explanation and analysis of a socio-cultural issue. The HTT may also provide a cultural knowledge report if it feels the unit needs to be aware of other issues such as conflict mitigation strategies in the local culture or upcoming religious/cultural holidays. The HTT or the reach-back research center in conjunction with the team may generate these reports.

Trip report

The HTT generates a trip report based on a combination of process observation and extended interviews. Trip reports provide a vehicle to convey these observations about the local population to the supported unit. The following is a list of observations the HHT could include in a trip report:

- Unit's interaction with the local population.
- Reaction of the indigenous population to the presence of American forces.
- Status of the infrastructure.
- Economic indicators.
- Host nation security presence.
- PSYOP products produced by extremist groups.
- Spheres of influence encounters and engagements.

Engagement debrief report

An engagement debrief report is based on a specific meeting or event (key leader engagement, Iraqi neighborhood council, and district advisory council). The report in narrative format is based on a human terrain analysis of cultural cues that occurred during the engagement and includes a brief executive summary that highlights key points that address pertinent issues.

Endnote

1. Bryan Karabaich, "Human Terrain Team (HTT) Debrief, 31 October–1 November 2007," a debrief of the first HTT leader and social scientist, Center for Army Lessons Learned.

Chapter 6

Development as a Priority Targeting Process

The targeting process is a difficult challenge for brigade combat teams (BCTs) in a counterinsurgency (COIN) environment. Prior to the onset of overseas contingency operations, BCTs mainly had to synchronize lethal indirect fires (artillery and mortars) and close air support into maneuver operations. In operations in Afghanistan, the problem set is far more complex. The COIN environment introduced a big variable into the targeting process—building civil capacity. This chapter discusses applying the targeting process (with an emphasis on nonlethal targeting) to effectively build civil capacity in COIN operations.

Brigade staffs in COIN must integrate outside government agencies not used to working with the military decisionmaking process (MDMP) or targeting process. Examples include provincial reconstruction teams (PRTs), human terrain teams, and political advisors. Delivery systems for engaging civil capacity targets are similarly complex. They can range from the U.S. Army Corps of Engineers performing large road or sewage projects to key leader engagements with government leaders to company-level micro loans.

Who is in charge of civil capacity? Before the brigade staff can target civil capacity, staff organization must be considered. There are numerous best practices for staff organization. Traditional organization would put the S-5 and S-9 in charge along with the PRT. Some brigades choose to align their staffs along lines of effort (LOEs), creating an LOE chief. No matter how the staff is organized, the PRT must play a predominant role. Many units are now putting the PRT in the lead on civil capacity. The PRT, along with its host nation counterpart, is vetting all projects submitted within the brigade.

The targeting process is essential to synchronizing multiple delivery means on complex targets in order to meet the commander's guidance for targeting. Current doctrine for the targeting process is the "decide, detect, deliver, and assess" (D3A) method (see Figure 6-1).

In COIN the D3A process occurs during initial planning (long range) or mid-range planning—fusion cell operations. It can also occur in a hasty MDMP for deliberate operations or time-sensitive targets. This chapter focuses on the two-week cycle. The purpose of the mid-range targeting cycle is to focus the brigade along its LOE or to ensure the brigade is staying on its long-range plan. The brigade battle rhythm drives the targeting cycle and is made up of four primary meetings:

- Assessments working group (WG) (analysis).
- Standing WGs (course of action [COA] development).
- Targeting meeting (COA comparison).
- Targeting board (COA approval).

The targeting process is based on four functions: decide, detect, deliver, and assess (D3A). It is a cyclical process. The D3A functions are not phased or sequenced, and frequently occur simultaneously throughout planning and execution.

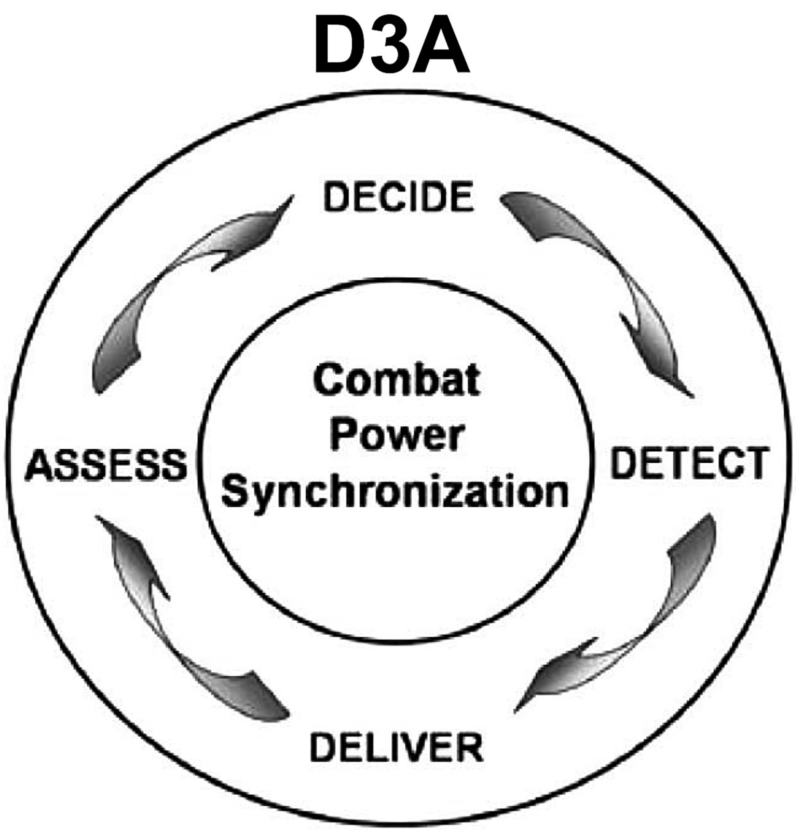


Figure 6-1

Figure 6-2 is an example of how the D3A targeting cycle can look with an integrated MDMP or targeting battle rhythm, and Figure 6-3 is an example of a two-week brigade battle rhythm.

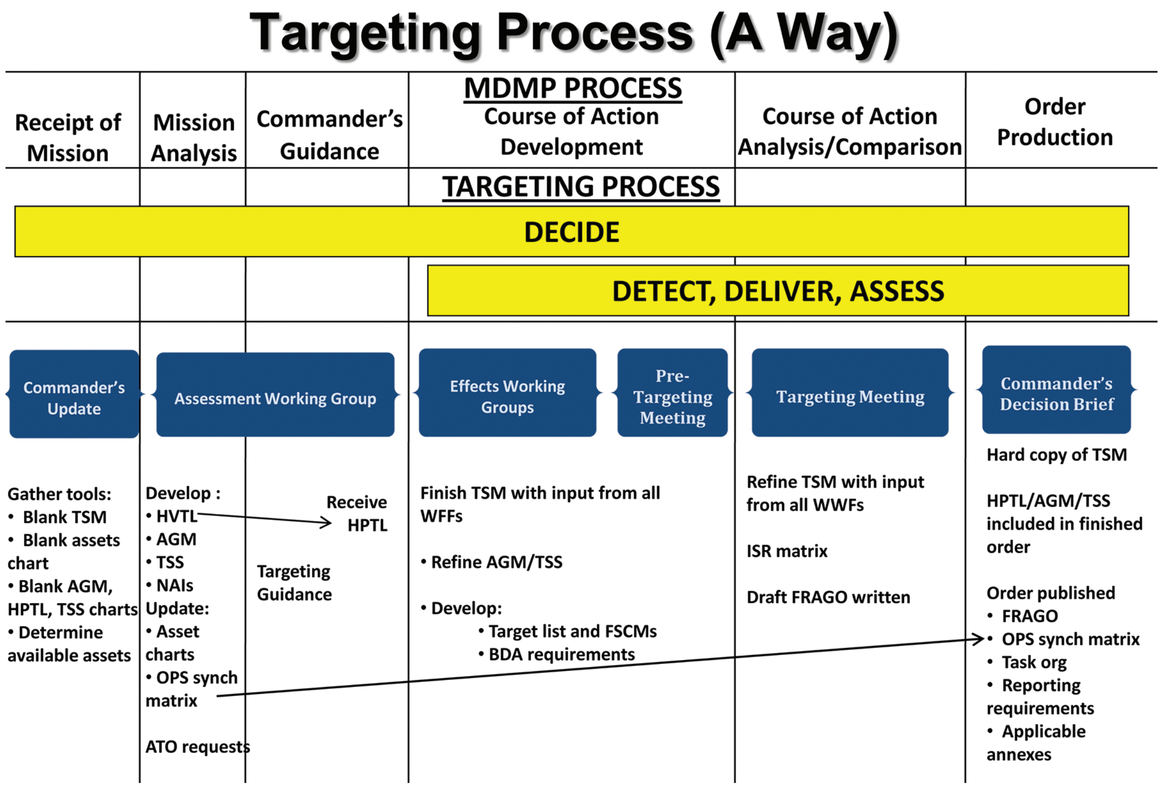


Figure 6-2

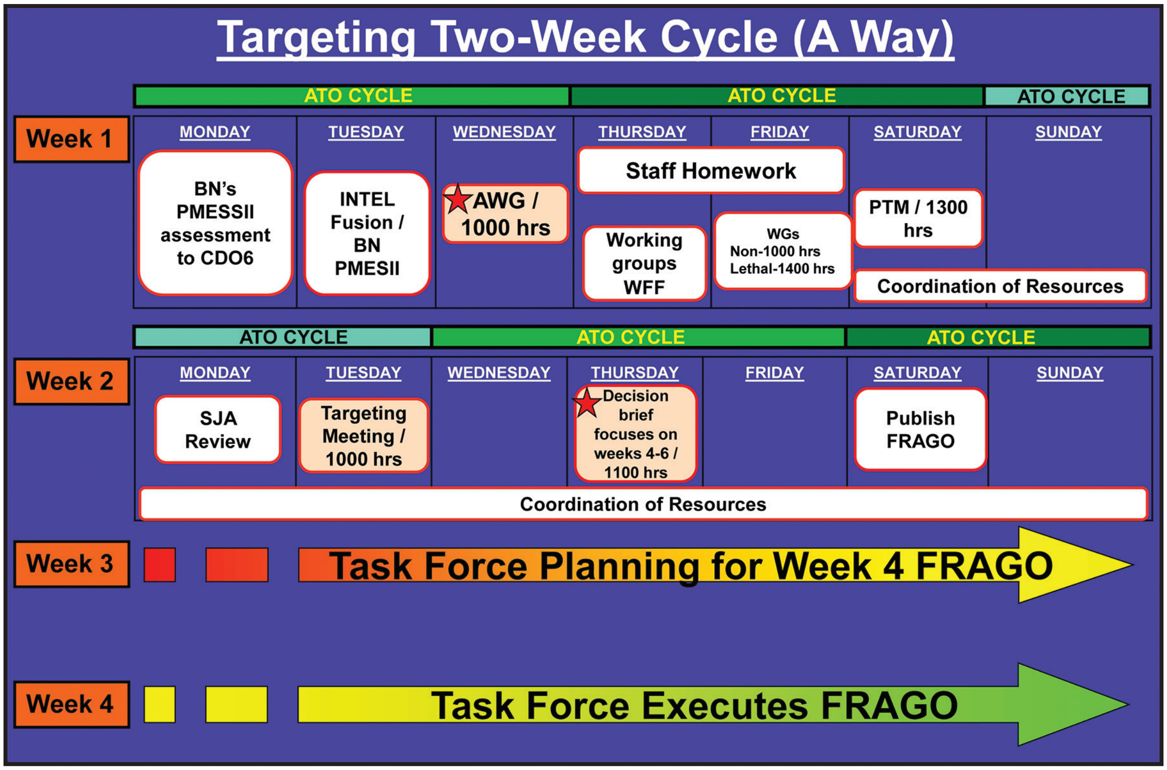


Figure 6-3

The assessments WG is the most critical meeting in the targeting process. Like mission analysis, it builds the foundation for the plan. The purpose of the assessments WG is to develop future civil capacity targets for the BCT and assess the current operational environment. While similar to mission analysis, notable differences in COIN and nation building make the assessments WG more difficult. In COIN, units usually do not get orders from higher, which forces the brigade staff to think more critically. The primary question for the assessments WG is not "What does my higher headquarters want me to do?" but "What civil and economic conditions have changed in the operational environment, and what assets are available to attack the problem?"

Figure 6-4 is an example of an assessments WG quad chart.

Assessments Working Group

Purpose: Conduct mission analysis on targeted period and receive commander's (CDR) targeting guidance.

End state: Staff prepared to conduct COA development at standing working groups and acknowledged CDR's guidance for targeted period.

Frequency: Once per targeting cycle
Duration: 2 hours
Location: BCT HQs linked to subordinate and partnered units with collaborative systems

Chair: XO

Attendees: CDR, DCO, XO, S-3, S-2, Collection Manager, FSO, FSCOORD, Targeting Officer, S-3 Plans, S-7, S-9, ALO, BAE, PSYOP, PAO, ENG, BOLT, S-6, PMO, S-1, S-4, CHEMO, SURG, Chaplain, BN LNOs, SOF LNO, PRT TM LDR/Rep, HTT, HN LNOs, HN Reps, BN S-3s/S-2s, and TTs via collaborative systems

Supporting Systems: Collaborative systems to engage BNs S-3s/S-2s and TTs (CPOF, VOIP, etc.)

Inputs:
- Staff running estimates
- BCT CDR's targeting guidance
- Proposed CCIR and prioritized lethal and nonlethal HPTL
- BCT assessment of operations and effects (PMESSII)
- Updated subordinate/partnered unit assessments (BN LNOs/S-3s/TTs/ HNSFs)
- Previous targeting cycle lethal and nonlethal TSMs
- Current/initial target folders/CONOPs
- Proposed CDR engagement and IO/PAO plan

Outputs:
- Updated staff running estimates
- Approved BCT CDR's targeting guidance
- Approved CCIR, HPTL, BCT lethal/nonlethal target list
- Updated BCT assessment of operations and effects (PMESSII)
- Refined subordinate/partnered unit assessments
- Refined campaign plan/LOEs/benchmarks/OBJs/MOEs/ MOPs assessment
- Updated TSM ("Decide" section complete), IOSM, FSEM, AGM

Agenda:
- Roll call – XO
- Review targeting cycle and purpose for meeting – XO
- Review inputs/outputs – XO
- Intelligence update/ISR assets available/Initial ISM – S-2/Collection manager
- Proposed CCIR – S-2
- Operations update (task org, mission, intent, operations completed) – S-3
- Campaign plan/LOEs/OBJs review – S-3/S-3 Plans
- BCT assessment of operations and effects from last TGT cycle – S-3/FSO/S-7/S-9/PRT/HTT
- Developed BCT problem sets/future operations – S-3/S-3 Plans
- BN/Partnered units assessment of operations and effects/target assessment last TGT cycle – HN reps/BN LNOs/BN S-3s/TTs
- BN proposed problem sets/targets – HN reps/BN LNOs/BN S-3s/TTs
- CDR's targeting guidance – CDR

Figure 6-4

The heart of the assessments WG is staff running estimates. Running estimates are often overlooked as a requested product for the predeployment site survey. It is very difficult to do a good operational environment assessment without running estimates. Some examples for the civil capacity team are:

- List of economic leaders and their current status.
- Project status list.
- Overlays of functioning and nonfunctioning businesses.

Figures 6-5 and 6-6 are examples of civil capacity products that could be used in the assessments WG.

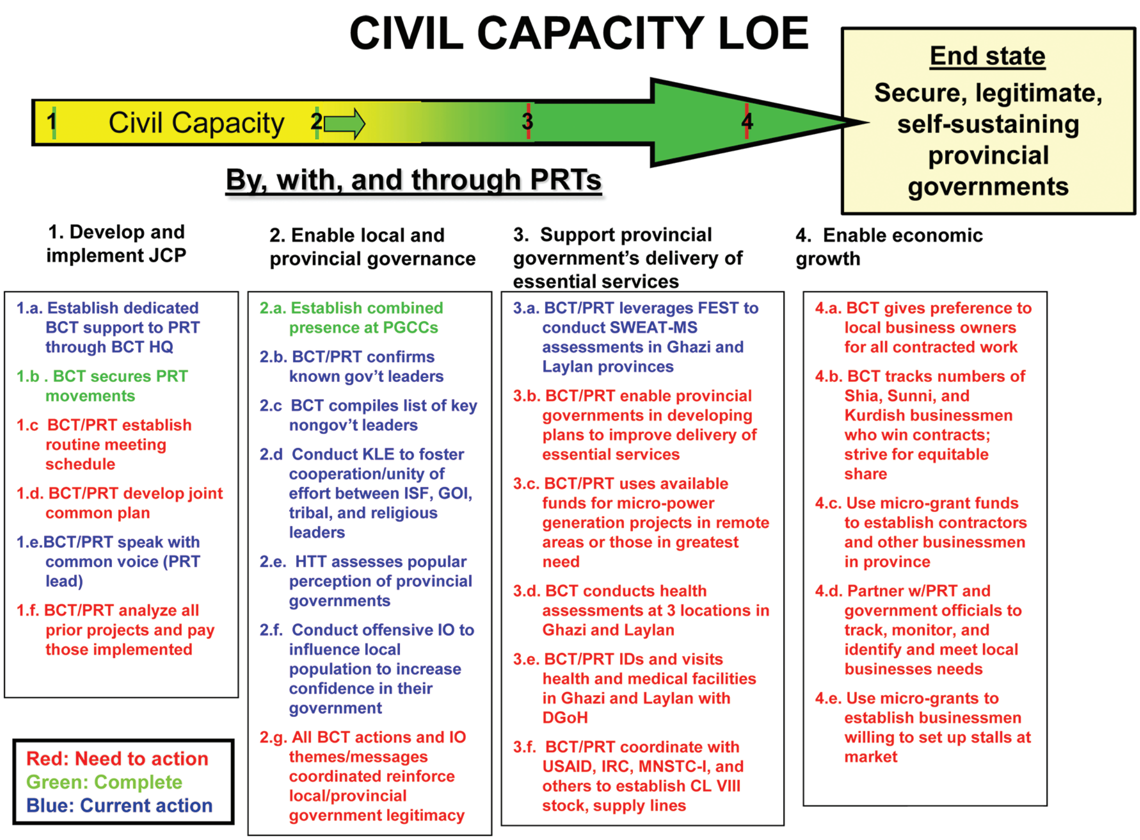


Figure 6-5

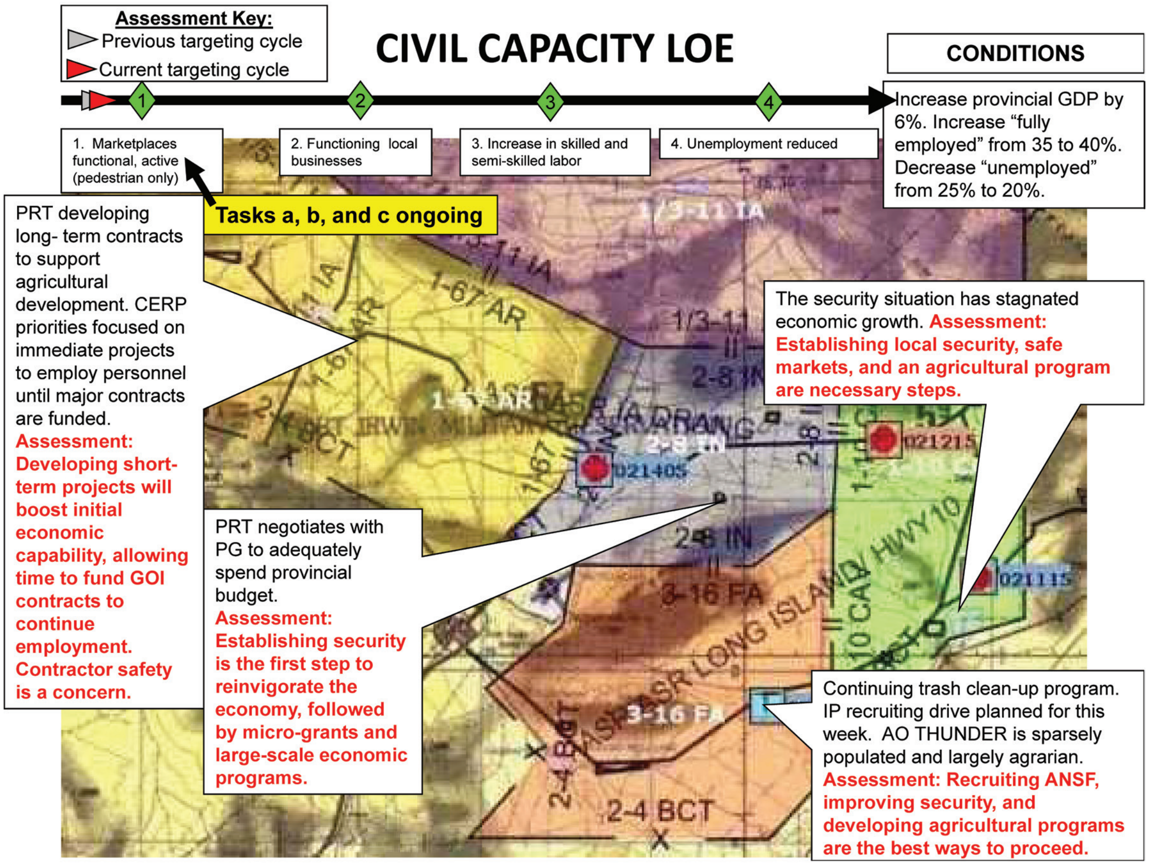


Figure 6-6

At the end of the assessments WG, several key products for civil capacity are developed:

- High-payoff target list (HPTL).
- Initial target synchronization matrix (TSM).
- Initial operations synchronization matrix.
- Civil capacity commander's critical information requirements.
- Draft commander's targeting guidance.

The HPTL is a prioritized list of targets essential for friendly success and must support the LOEs. The most current best practice is for most units to develop an HPTL for lethal and nonlethal targets. Some units draft an HPTL for each LOE. Figure 6-7 is an example of an HPTL focused on civil capacity.

Priority	BCT Priority Nonlethal Targets	Status
1	<u>Agricultural Improvement Program</u> Identify water issues; develop contracts to rebuild well system and irrigation system (PRT/GOI). Use CERP to purchase tractors and seed to revitalize existing farms. Engage AG bank manager to process loans for farmers. SUPPORTS ECONOMICS AND GOVERNANCE LOO	Actionable
2	<u>Job Fair</u> Identify large businesses > 200 employees capable of hiring large amounts of labor. Identify local businesses in each town capable of hiring 10 or more people. Engage IP CDRs to develop security plan. Develop micro-grant for local print shop to produce advertisements. SUPPORTS ALL LOOs	Actionable
3	<u>Power Generation Companies</u> Identify current power generation within AO (town engineer/CA and FEST-A). Identify electrical engineers capable of maintaining local generators (PSYOP/CA/Nahia). Develop micro-grant in each town to supplement national power grid with local vendor. SUPPORTS ECONOMIC AND GOVERNANCE LOOs	Ongoing FRAGO 36
4	<u>Pipeline Security</u> Improve standards of living by increasing fuel availability and by providing jobs for locals. Economize force by using locals. Pipeline secured local SOI and patrolled by IP. SUPPORTS ALL LOOs	Developing
5	<u>Provincial Budget</u> Identify budget gaps in order to ensure all of Ghazi and Laylan are meeting current needs. Identify shortfalls within budget to help with CERP or QRF. Engage local leader, councils, and people on importance of budget and its capabilities and identify shortfalls (PRT, CDRs, CA, and PSYOP). SUPPORTS GOVERNANCE LOO	Developing

Figure 6-7

Following the assessments WG, the brigade staff conducts standing WGs specific to their theater warfighting functions (WFFs) to develop COAs for the following targeting cycle. Doctrine does not state which standing WG should occur. Most units are having at least one standing WG per LOE. For the civil capacity team, a governance/economic WG might look like the quad chart depicted at Figure 6-8.

Governance/E3 Working Group

E3 = Essential Services, Economics, and Education

Purpose: Develop comprehensive COA for governance/E3 for targeted time period
End state: Prioritized governance/E3 synchronized COA to serve as input to BCT targeting meeting
Frequency: Once per targeting cycle
Duration: 1-2 hours
Location: BCT HQs

Staff Proponent: BCT S-7
Chair: XO
Attendees: DCO/XO, S-7, S-9, S-2, S-2X, S-3, FSO, S-4, S-5, S-9, SJA, PMO, PAO, CAT-B OIC, TPD OIC, Targeting Officer, Chaplain, EN, SURG, Cultural Advisor, BN LNOs, STB S-3, ENG, CA, PSYOP, SJA, PRT, PMO; BN S-3/S-5/S-7, TTs, and HNSF partners via collaborative systems; Interagency LNOs, NGO LNOs, SOF LNO, HTT
Supporting Systems: Collaborative systems to engage BN S-3s/ S-2s and TTs (CPOF, Ventrillo, Adobe Connect, VOIP, etc.)

Input:
- IO objectives (linked with commander's intent or lines of effort [LOE]) (S-7)
- Bi-lat engagement summary agreements/promises made
- S-2 update (S-2 or S-2X)
- Recent and upcoming SIGACTS with analysis
- TF commander's assessments (MOE review) (TF LNOs)
- Running estimate
- Ongoing project status/legal review
- fiscal spending/targeting rollup
- Significant press activity/analysis (POE)
- Updates/changes to personalities or organization
- Target nominations (from LNOs and staff)
- Engagement summary reports/promises

Output:
- Nonlethal target nominations
- Recommended CCIR
- Updated themes and messages
- Updates/changes to personalities or organization
- Updated target folders
- Updated nonlethal TSM
- Resource synchronization
- RFIs higher or lower
- Recommended PSYOP products

Agenda:
- Roll call – S-7
- LOE review – S-7
- Enemy situation/OSINT – S-2
- SIGACTS – S-2
- Review of promises made – S-7/ LNO
- Review nonlethal TSM – FSO
- Town demographic updates – S-9/ LNO
- MOE assessment updates – XO/S-7/ LNO
- - by LOE
- - by essential task
- - by town
- CERP expenditure/project review –S-9/SJA/LNO
- Updated themes/messages – S-7/XO
- Recommended products – PSYOP
- RFI review – S-7
- Guidance – DCO/XO

Figure 6-8

The major output of the civil capacity WG should be a governance/economics concept sketch that assigns task and purpose to subordinate units or staffs. With the concept sketch and task and purpose for each target, the civil capacity team can now finish drafting the TSM. A sample civil capacity concept sketch is depicted at Figure 6-9.

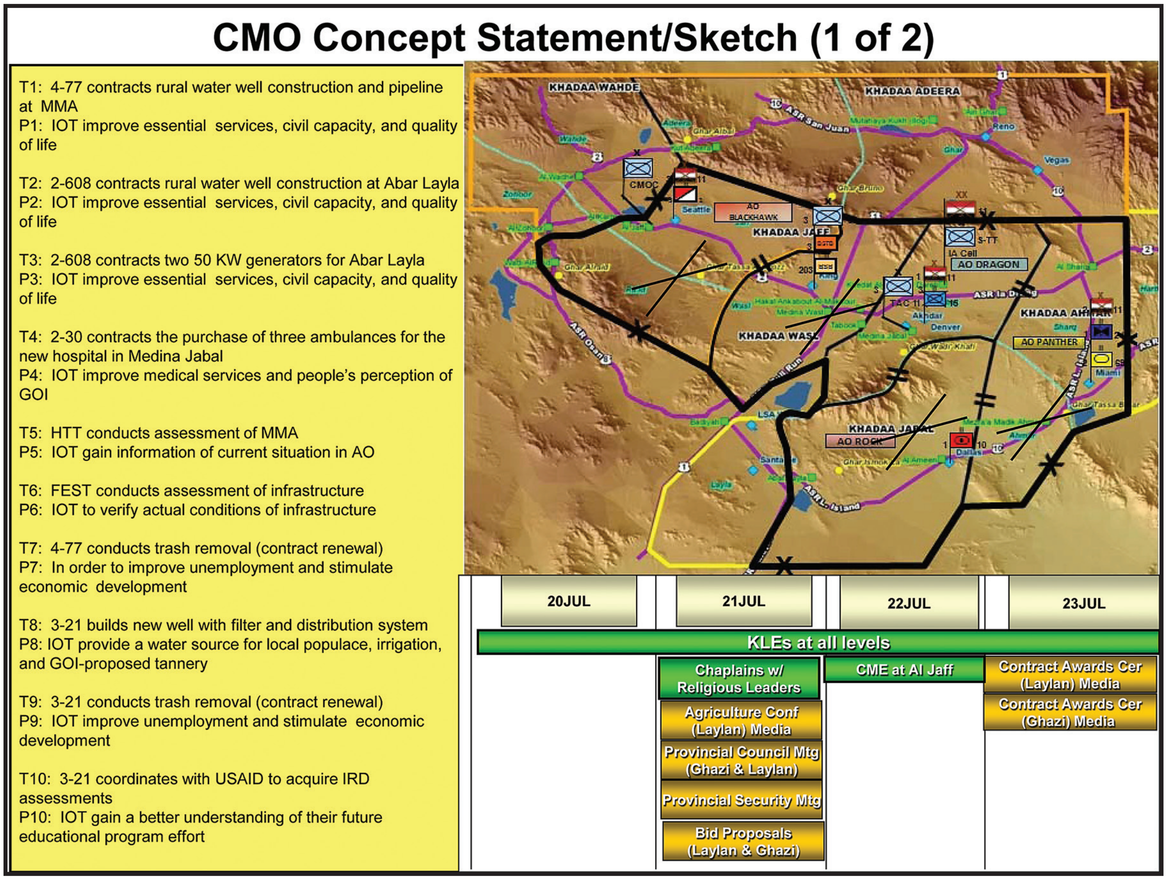


Figure 6-9

The targeting meeting is the third of the four big meetings in the targeting cycle. The purpose of the meeting is for the primary staff to present its developed COAs in order to synchronize brigade assets, identify friction points, and produce decision points. A procedure for the targeting meeting is to conduct it as a war game, using unit icons on a map. The targeting meeting should produce the following products:

- A refined brigade TSM with targets from all WFFs.
- Brigade target list worksheet.
- Refined brigade operations synchronization matrix.
- Draft fragmentary order.

Figure 6-10 is a sample quad chart for the targeting meeting, and Figure 6-11 is a sample TSM showing civil capacity targets.

Targeting Meeting

Purpose: Synchronize the BCT's lethal and nonlethal targeting plan
End state: Fully synchronized and integrated BCT targeting plan
Frequency: Once per targeting cycle
Duration: 2 hours
Location: BCT HQs linked to subordinate and partnered units with collaborative systems

Staff Proponent: S-3
Chair: XO
Attendees: DCO, XO, S-3, S-2, Collection Manager, FSO, FSCOORD, Targeting Officer, S-3 Plans, S-7, S-9, ALO, BAE, PSYOP, PAO, ENG, BOLT, S-6, PMO, S-1, S-4, CHEMO, SURG, Chaplain, BN LNOs, SOF LNO, PRT TM LDR/Rep, HTT, HN LNOs, HN Reps, BN S-3s/S-2s and TTs via collaborative systems

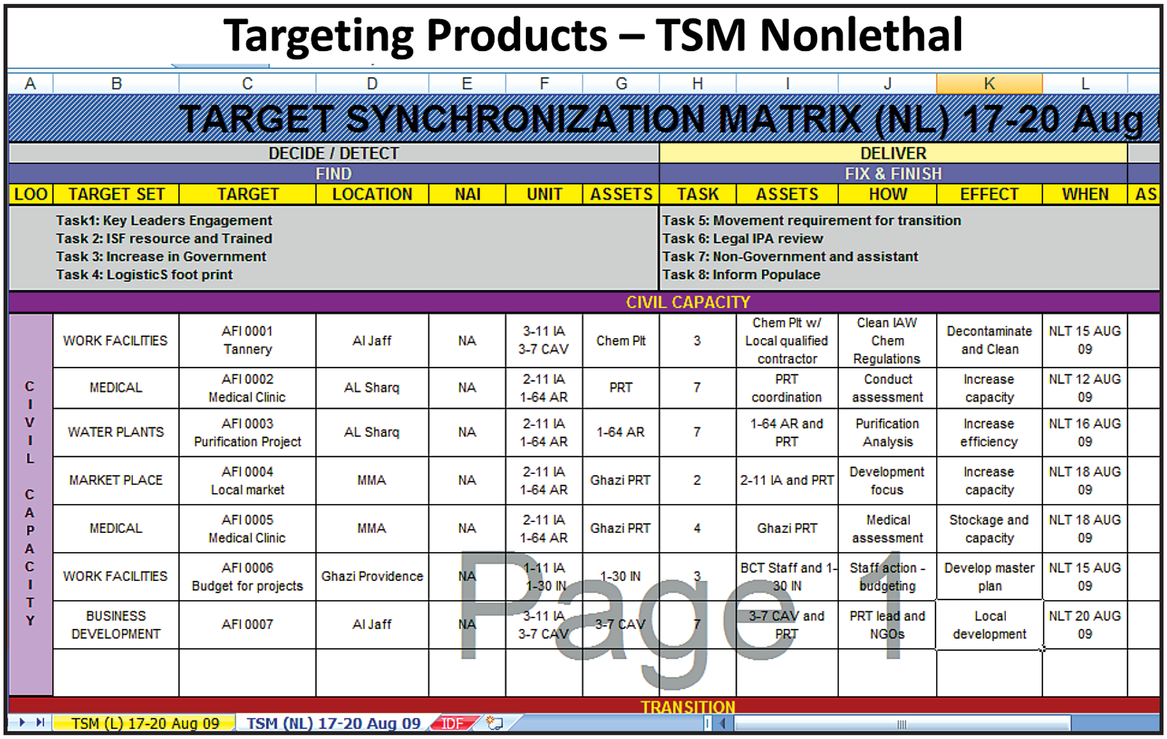
Supporting Systems: Collaborative systems to engage BNs S-3s/S-2s and TTs (CPOF, Ventrillo, Adobe Connect, VOIP, etc.)

Input:
- Updated staff running estimates
- Updated IPB
- Updated ISM
- Proposed HPTL
- Proposed CCIR
- Updated PMESSII assessments
- Updated campaign plan/LOEs/ benchmarks
- Approved CCIR, HPTL, CDR's targeting guidance
- Approved target folders (CONOPS)
- Updated lethal and nonlethal TSM (left side complete)/IOSM/AGM
- DRAFT ops synch matrix
- DRAFT DSM
- Updated AGM
- Updated FSEM
- Revised IO themes and messages

Output:
- Revised staff running estimates
- Revised campaign plan/LOEs
- Final ISM
- Completed lethal and nonlethal TSM, IOSM
- Final HPTL
- Final CCIR
- Fully synchronized CONOPs/TGT folders
- Updated ops synch matrix/ex checklist
- Final DSM
- Final AGM
- Final FSEM
- Final CF TGT boxes
- Final IO themes and messages

Agenda:
- Introduction – XO
  - Brief war-game method and tools (map, icons, synch matrix, recorder, etc.)
- Review current IPB products (SITEMP, pattern analysis, etc.) – S-2
- Review higher mission/intent, unit mission/intent, task org – S-3
- CDR's current targeting guidance, ops summary, CCIR – S-3/S-2
- Review approved HPTL and TGT folders/CONOPs – S-3/S-2/ FSO/ Plans
- Review updated TSM (lethal, nonlethal, IO, AGM, ATO) – FSO/ S-7
- Review BN proposed TGTs/CONOPs – BN LNOs/S-3s
- Review BCT proposed TGTs/CONOPs – S-3/FSO
- Review updated ISM – S-2
- Synch approved CONOPs with ISR and resources – XO/S-3/S-2/ S-7/FSO
  - Conduct staff war game – by phase for entire time period targeted
  - Use war-game map and icons
  - Display synchronization matrix for all to see
  - All staff record notes on hard copy of synch matrix during war game
  - Identify specific tasks and decision points and allocate resources during war game
- Review updated war-game synch matrix and decision points – XO
- Conclusion – XO

Figure 6-10



Targeting Products – TSM Nonlethal

TARGET SYNCHRONIZATION MATRIX (NL) 17-20 Aug

DECIDE / DETECT							DELIVER					
FIND							FIX & FINISH					
LOO	TARGET SET	TARGET	LOCATION	NAI	UNIT	ASSETS	TASK	ASSETS	HOW	EFFECT	WHEN	AS
Task1: Key Leaders Engagement Task 2: ISF resource and Trained Task 3: Increase in Government Task 4: LogisticS foot print							Task 5: Movement requirement for transition Task 6: Legal IPA review Task 7: Non-Government and assistant Task 8: Inform Populace					
CIVIL CAPACITY												
CIVIL CAPACITY	WORK FACILITIES	AFI 0001 Tannery	Al Jaff	NA	3-11 IA 3-7 CAV	Chem Plt	3	Chem Plt w/ Local qualified contractor	Clean IAW Chem Regulations	Decontaminate and Clean	NLT 15 AUG 09	
	MEDICAL	AFI 0002 Medical Clinic	AL Sharq	NA	2-11 IA 1-64 AR	PRT	7	PRT coordination	Conduct assessment	Increase capacity	NLT 12 AUG 09	
	WATER PLANTS	AFI 0003 Purification Project	AL Sharq	NA	2-11 IA 1-64 AR	1-64 AR	7	1-64 AR and PRT	Purification Analysis	Increase efficiency	NLT 16 AUG 09	
	MARKET PLACE	AFI 0004 Local market	MMA	NA	2-11 IA 1-64 AR	Ghazi PRT	2	2-11 IA and PRT	Development focus	Increase capacity	NLT 18 AUG 09	
	MEDICAL	AFI 0005 Medical Clinic	MMA	NA	2-11 IA 1-64 AR	Ghazi PRT	4	Ghazi PRT	Medical assessment	Stockage and capacity	NLT 18 AUG 09	
	WORK FACILITIES	AFI 0006 Budget for projects	Ghazi Providence	NA	1-11 IA 1-30 IN	1-30 IN	3	BCT Staff and 1-30 IN	Staff action - budgeting	Develop master plan	NLT 15 AUG 09	
	BUSINESS DEVELOPMENT	AFI 0007	Al Jaff	NA	3-11 IA 3-7 CAV	3-7 CAV	7	3-7 CAV and PRT	PRT lead and NGOs	Local development	NLT 20 AUG 09	
TRANSITION												

TSM (L) 17-20 Aug 09 | TSM (NL) 17-20 Aug 09 | IDF

Page 1

Figure 6-11

The last of the four meetings is the targeting board, where the commander approves the COA the staff developed for the targeting cycle. At the end of the decision board, the commander issues new guidance for the next cycle and the process begins again.

Summary

While targeting civil capacity in COIN operations is very difficult, it can be carried out successfully with diligent planning and coordination, such as the following:

- Develop quality running estimates to feed the assessments WG.
- Ensure the civil capacity standing WG has a quad chart outlining inputs, outputs, task, purpose, and who should attend.
- Ensure everyone on the staff understands the targeting process and the products associated with it.
- Develop knowledge management systems to share information across WFFs to prevent the stovepiping of information.

Chapter 7

Rule of Law

> Rule of law is a principle under which all persons, institutions, and entities, public and private, including the state itself, are accountable to laws that are publicly promulgated, equally enforced, and independently adjudicated, and that are consistent with international human rights principles.
>
> —Field Manual (FM) 3-07, *Stability Operations,* Oct 08, paragraph 1-40

The term rule of law sounds very official. It sounds very legal. The term sounds like something we all want to follow. After all, we are a law-abiding nation. In addition, establishing the rule of law is a key goal and end state in counterinsurgency (COIN) operations. But what does rule of law mean? What does it include, and who is in charge of ensuring the rule of law mission is complete? This chapter discusses the basic features of rule of law to assist commanders, staffs, and Soldiers to better understand this often misunderstood concept.

The rule of law concept is one that requires everyone to be accountable to laws that are "just." In understanding the definition of the rule of law, three concepts should emerge according to the *Rule of Law Handbook: A Practitioner's Guide for Judge Advocates:*

- The rule of law should protect against anarchy.
- The rule of law should allow people to plan their affairs with confidence in advance of the legal consequences.
- The rule of law should guarantee against official arbitrariness.

Four principal institutions emerge in assuring accountability of the laws in a "just society":

- Police
- Courts
- Prisons
- Legislature

In simple terms, these institutions must provide the people a government of security, predictability, and reason. Peace and stability rely on the establishment of police, courts, and corrections and provide legitimacy for the state. Legitimacy is a fundamental principle of war and operations that develops and maintains the will necessary to attain the desired end state. Therefore, rule of law directly influences the U.S. Army's legitimacy and is an important factor in developing and reinforcing the authority and acceptance of the host nation government by both the people governed and the international community.

What would a government of security, predictability, and reason look like? There are some basic rule of law principles that if totally achieved would be ideal and go a long way toward legitimacy. Different areas of operations (AOs) will have different levels of achievement of these principles, and movement toward these principles may be seen as success without requiring complete satisfaction of the definitions. According to FM 3-07*,* these principles are:

- The state monopolizes the use of force in dispute resolution.
- Individuals are secure in persons and property.
- The government is bound by the law.
- Basic human rights are protected.
- The law can be readily determined and is stable enough to allow people to plan their affairs.
- Access to an effective and impartial legal system.
- Individuals rely on the existence of legal institutions and the content of law in the conduct of their daily lives.

These principles should be thought of broadly and sometimes "outside the box." For example, we often focus on the criminal aspect of the rule of law because in theater we often deal with the police and the courts on a daily basis. But civil law may be equally important. How can we create a secure, predictable government or economy if there are no functioning contract laws or legitimate resolutions for those who wish to enforce basic business transactions?

Finally, who can help achieve success and evaluate principles in these rule of law areas? Ideally, civil affairs personnel coordinate and lead rule of law activities. Judge advocates as well will be in staff positions as members of civil affairs units or other land-owning units and can be subject-matter experts on rule of law. Certain rule of law activities will include the practice of law, and those judge advocates under the technical statutory supervision of the judge advocate general may provide legal advice regarding rule of law planning and activities. Interagency coordination is also likely to be required, as provincial reconstruction teams (PRTs) under the U.S. Department of State may also provide Department of Justice rule of law advisors through a rule of law country team. Of course, the key to success relies on the support, training, and programs of host nation players (police, lawyers, judges, and lawmakers) who further the rule of law.

Building rule of law capabilities within the COIN methodology is a continuum and not a sequential checklist. The immediate capabilities must be transitioned into greater capabilities and then sustained. Support from host nation, U.S. military, and interagency efforts is critical to success. Education and the building of systems that will give the populace security, predictability, and reason in their legal systems (to include police, courts, prisons, and legislature) are vital to any successful rule of law initiative.

Establishing and maintaining rule of law are necessary in order to provide security for the host nation population. Without security, there is no legitimacy or order. Brigade combat teams and battalions serving in Afghanistan must understand and adhere to the established standing rules of engagement and corresponding escalation of force procedures to bolster rule of law. This adherence can be achieved by instilling and maintaining unit discipline, especially during extended battlefield operations. Many engagements are conducted at the small-unit level. Company commanders, platoon leaders, platoon sergeants, and squad leaders are at the "tip of the spear" in COIN operations. Tactical decisions often have strategic implications. Soldiers, leaders, and units must have a keen situational understanding of the Commander, International Security Assistance Forces Tactical Directive and COIN Guidance and uphold the commander's intent through effective planning and execution of combat operations and stability operations. The rule of law is the underlying principle that must be upheld to protect the center of gravity in Afghanistan—the local population.

We must understand that building the rule of law continuum requires persistence and patience. A basic understanding of rule of law is the place to start for a successful end state in COIN.

References

Rule of Law Handbook: A Practitioner's Guide for Judge Advocates, Jul 07

FM 1-04, *Legal Support to the Operational Army,* Apr 09

FM 3-0, *Operations,* Feb 08

FM 3-07, *Stability Operations,* Oct 08

Chapter 8

Sustainment

Introduction

Iraq and Afghanistan are very different countries and present very different challenges. Afghanistan is a larger country in both size and population than Iraq, but it has just a small fraction of the infrastructure that Iraq enjoys. Extremely limited technology and infrastructure destroyed by years of conflict, coupled with restrictive terrain, creates many challenges unique to Afghanistan. Unique challenges require unique and creative solutions—the source of many of our lessons learned. Narrow roads through steep mountains and insertion points only reachable by helicopter are common throughout Afghanistan. One way in, one way out, poor roads, and limited storage capacity make resupply in Afghanistan a challenge.

Corruption

Local nation corruption adversely affects sustainment operations in the Afghan operational environment; every Solider, leader, and unit must be cognizant of this unfortunate fact. Pilferage is an endemic problem. Some effective countermeasures to help monitor transportation-related equipment and reduce theft include the following:

- Track driver and truck registrations.
- Label trucks with bar codes.
- Enact an amnesty truck program.
- Apply new fuel tank seals for designated local and line-haul missions.
- Document equipment on authentication tables.

Distribution Network

Distribution is the most challenging part of sustainment in Afghanistan. Rugged terrain, harsh weather, and poor infrastructure create extreme challenges to both ground and aerial resupply. Only 2,800 kilometers (km) of 18,000 km of roadway in Afghanistan are paved. Gravel roads are unable to sustain traffic of heavy vehicles in inclement weather. Several passes and roadways are closed during the winter. U.S. forces rely heavily on host nation and Pakistani drivers as well as dock and refinery employees. Muslim religious observances must be planned for to overcome the inherent disruptions to distribution and the supply pipeline they create. The Pakistani ground line of communication (GLOC) is always subject to disruptions from fuel strikes, driver strikes, and challenges at the border with customs fees, inspections, and paperwork. When the supply chain is disrupted, a ripple effect is created across the operational environment, impeding effective support for combat operations.

Surface moves are the most common and most cost-effective means of transportation. However, it takes anywhere from 70 to 110 days to transport supplies into theater—not into Bagram or Afghanistan, but just into the Central Command (CENTCOM) area of responsibility (AOR). Air movement, limited to high priority and emergency movement, is faster but extremely expensive and very limited. The C-17 fleet is constrained, and the commercial contracted fleet comes at a high cost (not to mention the availability to land at the few large aircraft-capable airfields). In order to efficiently use the available transportation assets, logisticians must plan 120 days or more in advance. "Just-in-time" logistics does not work effectively in Afghanistan due to these cost and asset availability restraints.

Operational Pipeline

Within the CENTCOM AOR, Afghanistan is positioned between Pakistan and Iran, and it is landlocked on all sides. Afghanistan is supported logistically by Kuwait and Qatar in the Persian Gulf and Manas Air Base in Kyrgyzstan. Bagram Airfield is 1300 miles from Kuwait and over 600 miles from Manas.

The Port of Karachi in Pakistan is the sea port of debarkation for all surface-moved supplies and the start of ground movement through Pakistan. A critical difference between Kuwait and Pakistan is the cooperation at the ports. The United States and the International Security Assistance Forces (ISAF) are not allowed to have a military presence at the ports in Pakistan. The Surface Deployment and Distribution Command has contract personnel at the port who help track and report container movements at the port, but they have very limited influence on port operations. This is often the first step in the bottleneck of supply flow and the first opportunity for pilferage and/or lack of prioritization of key transportation assets that can result ultimately in frustrated cargo.

The Pakistan GLOC route is critically important, as it provides key support to the Afghan theater of operations that stretches over 1000 miles. The average transit time to traverse Pakistan to the entry point into Afghanistan is ten days. A lack of paved roads and extreme terrain and weather conditions make seemingly reasonable distances much more daunting. Average mileage/travel time guidelines with a starting point at the Regional Command–East gate in Afghanistan are the following:

- Kandahar, a distance of 361 miles, is a good day's drive back home but takes up to four days in Afghanistan.
- Fenty is the nearest hub at 122 miles, but it is normally a two-day trip by host nation truck.
- Sharana is a three-day, 175-mile journey.
- Salerno is a similar three-day, 196-mile trip through the rugged, narrow, often impassable K-G Pass.

Air Assets

Bagram and Kandahar are the primary airfields used by the United States and the ISAF. A key planning consideration for rotary-wing operations in theater is the decreased air combat loads (ACLs). The CH-47, designed as the primary sling load and materiel mover on the battlefield, plays an even more critical role in Afghanistan, as reduced ACLs render the UH-60 incapable of large-capacity missions. Contracted civilian helicopters reduce the strain off military rotary wing but cannot replace it. Some areas have higher threats, and civilian helicopters have limitations. Rotary-wing (i.e., helicopter) assets are vital to sustainment and distribution throughout the country. Contracted rotary-wing assets serve as force enablers to help mitigate time-distance factors that are so difficult in Afghanistan. Contracted air assets have some limitations: They cannot move mail, personnel, or ammunition and are not a U.S. Transportation Command (USTRANSCOM)-approved asset per se. These shortfalls are remedied in the form of "Airborne Air," a USTRANSCOM-approved contract. "Airborne Air" (also referred to as "Hummingbird Air") can move U.S. mail, personnel, and ammunition up to 81-mm mortar rounds.

In the same way contracted rotary wing augments military helicopter platforms, short take-off and landing (STOL) aircraft augment the military fixed-wing distribution network. STOL aircraft are another critical, nonstandard distribution method in Afghanistan. STOL aircraft are the backbone of mail movement and critical repair parts (primarily Class IX). STOL aircraft free up military aircraft for other, more critical missions. Many supported locations in Afghanistan cannot be reached by road. These remote locations must be resupplied through aerial delivery. This support is crucially important for troops operating for extended periods away from established forward operating bases (FOBs). Aerial delivery helps mitigate the challenging time-distance factors and long LOCs in Afghanistan.

The low-cost/low-altitude (LC/LA) air drop is used extensively in theater to augment the combat delivery system. LC/LA is a relatively new form of aerial delivery that provides more flexibility to ground units. Used initially by the U.S. Forest Service, it is extremely accurate and does not require as many external assets such as riggers and Air Force personnel. The parachutes and rigging materials are designed for a one-way trip and are inexpensive. The system allows the unit to drop smaller, more focused loads for small units in areas where materials handling equipment may not be available. This system is so accurate, units can drop bundles within the FOB perimeter that land only a few meters from the drop zone control vehicle.

Effects of Weather and Terrain on Operations

Summer presents its own set of challenges; it affects the combat loads for intra-theater lift aircraft. The increased temperatures cause the ACLs for support aircraft to decrease significantly (i.e., pallet positions in a C-17). Some flights can only fly with a limited load of pallets, and STOL aircraft are restricted due to the heat, reduced lift, and turbulence. These challenges are mitigated by maximizing each flight ACL and prudently prepositioning critical supplies.

Winters in Afghanistan are extreme and the effects last well beyond the snow melting. Throughout the winter, passes close and some roads become untrafficable. In the spring the melting snow washes some routes out completely and weakens other road beds to the point of collapse. Also throughout the winter, air movement is constrained by low clouds, precipitation, and so forth.

Summary

Insurgents, drug lords, and criminals are not the only enemy that U.S. forces and ISAF face in the Afghanistan operational environment. The Afghanistan AOR presents many sustainment challenges with its long LOCs, widely varying terrain, severe weather conditions, and limited ground and air asset availability. Mission failure is not an option. Effective sustainment support for military operations is critically important to achieve mission success in Afghanistan. So far, logistics planners and operators have been up to the challenge despite the many obstacles that this ancient land possesses.

Appendix A

Building Capacity Through Agribusiness Development Teams

The agribusiness development team (ADT) program is an Army National Guard (ARNG) initiative implemented by the U.S. Army in Afghanistan to provide expertise in various sectors of the agribusiness field, such as soil sciences, irrigation, agronomy, horticulture, marketing, storage, pest control, and animal husbandry, to Afghan universities, provincial-level ministries, local farmers, and agribusinesses. An ADT is composed of ARNG Soldiers and Air National Guard airmen with a broad spectrum of military training and skills and with civilian-acquired backgrounds in the many facets of agriculture and agribusiness.

ADTs undertake projects to:

- Support productive farms to:
    - Improve access to technology.
    - Improve access to capital.
    - Improve market access.
    - Mitigate losses from natural disasters.
- Support secure and affordable food and fiber to:
    - Provide adequate, secure storage capacity that maintains quality.
    - Protect agriculture production and food supply.
    - Improve delivery of agriculture-related assistance.
- Conserve natural resources and enhance the environment to:
    - Improve conservation practices.
    - Restore cropland and infrastructure.
    - Mitigate adverse impacts from agricultural production.

The focus of this appendix is agribusiness project lessons learned.

Measures of ADT Project Effectiveness

- Measurements of project effectiveness are important because of:
    - Planning for future projects.
    - Comparison with similar projects.
    - Calculating progress.

  - Securing future resources (funding, manpower, and technology).
  - Enabling additional analysis, such as trend analysis.
  - Determining contribution to warfight.
- Measurements should be:
  - Simple
  - Fast
  - Easy
  - Quantitative (numerical)
  - Useful
  - Relevant
  - Standardized
  - Flexible
  - Allow for context (situation dictates)
- Measurements should NOT:
  - Interfere with ADT operations.
  - Be an end in themselves.
  - Be time consuming or complex.
  - Be subjective.
  - Require extensive equipment or training.

ADT Data Collection Techniques

Justification of project

This technique builds on the principle of "talk to as many people as you can before beginning any project." It should be a concise one-paragraph or one-page explanation of the problem and the expected benefits of the project.

Before and after pictures

One of the simplest and most powerful tools is the before and after picture. If a desert area is transformed to a lush pasture, what more needs to be said? Pictures can be used for public relations articles and briefings and as sales pitches to new farmers for ADT projects.

Cost to U.S. government

This standardized measurement should already be part of every project. Just include the total cost of the project in the project folder. Additional costs may be helpful and instructive (i.e., Government of Afghanistan, farmer contributions, nongovernmental organizations, donations, etc.), but these will be difficult to compare across projects. If these figures are available, include them as well. They may be used later but are not critical now.

Start date and end date

This tool is another basic measurement. The amount of time spent on any particular project is easy to compare to other projects. In addition, since many projects cannot be completed in one rotation, projects without an end date will not be compared against projects that have already been completed.

Estimate of the number of people impacted

As the heading states, this is an estimate only. It is much more difficult to calculate and requires a thorough understanding of the concept of agriculture-food chains. If a grape trellising program helps ten farmers but also includes two villagers who started a trellising company, then the project has affected twelve people. If a resulting grape surplus leads to the development of a new raisin business and a man is hired to transport the raisins to market, these people need to be factored in as well. This is a difficult estimate, but it lies at the very heart of what agribusiness teams are designed to accomplish. While there is an element of subjectivity to this estimate, especially if the project is very successful, the resulting numerical value will be quantitative and enable comparisons to be made across projects. A brief justification letter (no more than one page) should accompany the estimate of the number of people impacted to allow for flexibility and consideration of the project in context with the local situation.

Net change in average annual income

This number is also an estimate and is perhaps the single most important measurement of effectiveness, but it takes some prior planning. As a project is in its development stage and the ADT is meeting regularly with local farmers and agribusiness leaders, be sure to ask them how much money they made last year. After the project is completed, ask them again how much money they made. This is not a taboo subject if rapport has been established, usually after a few cups of tea. Be respectful; timing is important. Ask just enough people to get a good idea of how much money people are really making. However, you do have to plan to get the data. For standardization purposes, the data is measured in terms of annual income. The delta of dollars per year averaged among the people impacted by the project is the number you want. When asking this question, it is important to remember that the recognized standard for global poverty is less than one dollar per day or $365 per year. If you can demonstrate that a project helped a local Afghan earn more than $365 per year, you can say that you have "lifted him out of poverty." This is a true statement and an extremely powerful one to make.

Benefit to community

The number of people affected times the net change in annual income equals the benefit to the community. This should be a dollar figure: i.e., if 1000 villagers increase their annual income by $200 per year then we can say, "This particular project benefitted this community by $200,000 per year." This is by no means a perfect measurement, but it is standard, useful, and simple to determine. It is also intuitively satisfying and, therefore, useful for press releases, information briefs, and presentations of all kinds.

After action review (AAR)

This is one of the most powerful diagnostic tools the Army possesses. It enables lessons to be learned and passed on. It is flexible, provides context, and everyone has been trained how to do it. One key feature of the ADT AAR is that it should address the initial justification of the project. Did the project solve the identified problem? Did it meet the expected benefits of the project? Why or why not?

ADT Project Analysis

The figure below illustrates one kind of analysis from the data collected. For this example, the numbers have been completely fabricated and are not based on actual data. The intent is to show how this information could be used:

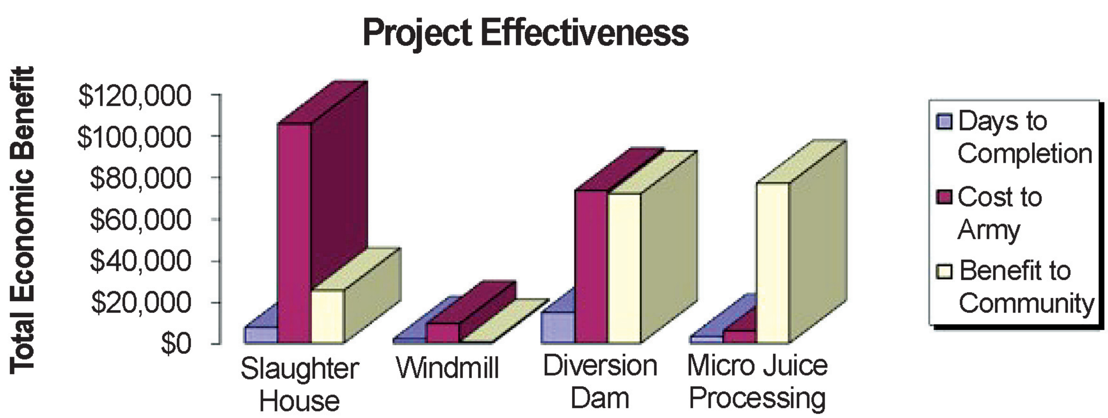


Figure A-1

- Slaughter house. This was a project completed relatively quickly but cost a great deal of money. It increased the annual income of approximately 78 locals from $250 per year (which is below the poverty rate of $365 per year) to an average of $575 per year (a delta of $325). Thus, 78 people were lifted from poverty. The benefit of this project to the community is $25,350 per year.

- Windmill. The windmill was very quick to manufacture and cost relatively little. However, since it was built on the forward operating base, it provides no power to Afghan homes. It did directly benefit eight Afghans by teaching them skills they can use elsewhere to make money. The benefit of this project to the community is $600 per year.

- Diversion dam. This medium-scale irrigation project required significant U.S. input in money, materiel, and expertise. However, the benefits to the local population are quite significant. Hundreds of local farmers are sharing in this new and improved water resource. Crop yields have nearly doubled, and there have been significant increases in sales at the local bazaar and even some exports to other villages. It is estimated that

450 farmers have increased their annual income from $250 per year to an average of $410 per year. The benefit of this project to the community is $72,000 per year.

- Micro juice processing. Taking advantage of a seasonal glut of pomegranates and some ultra-low-cost juicing technology, several teams of Afghans have been trained to manufacture machines that can press the juice, bag it, and seal it under sterile conditions. These teams have produced dozens of the micro factories throughout the village. Farmers are benefitting from finding outlets to their surplus crops, the teams that make the juice machines have plenty of work, and the salesmen are making very good profits on the juice because it is a high-demand item. It is estimated that 220 villagers have increased their annual income from $250 per year to an average of $600 per year. The benefit of this project to the community is $77,000.

Conclusion

There are currently several ADTs deployed in Afghanistan, with additional ADTs currently undergoing premobilization training in preparation for their eventual deployments. The Afghan agribusiness program is a significant learning event for both the Afghans involved and the American Soldiers and airmen who make up the ADTs. Positive results from various agribusiness projects are showing the importance of this program to the Afghans and their U.S. partners. The ADT program should continue to grow.

Note: This appendix was previously published as a June 2009 *News from the Front* article titled, “Agribusiness Development Team Project Effectiveness Lessons Learned,” by CPT Timothy Merritt and Samuel R. Young.

Appendix B

Company Commander's Quick Reference Guide to Operation Enduring Freedom

Tactical Site Exploitation Kit

Figure B-1

The tactical site exploitation kit at a minimum should contain the above items: gloves, digital camera, lights, evidence tags, and DNA collection material.

Tactical Site Exploitation Team Composition

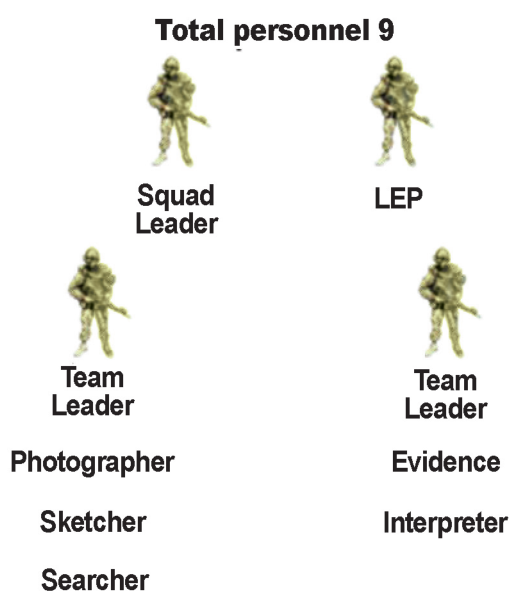


Figure B-2

Proper Evidence Handling

- Initial responsibilities on the objective:
  - Identify
  - Preserve
  - Collect
- Maintain evidence integrity—"cradle to grave." Evidence should be photographed before being touched or moved.
- Wear gloves. Do not add your fingerprints to the evidence. Place each piece of evidence in separate evidence bags and seal. Mark each bag (print legibly):
  - Time and date
  - Battle roster number and unit
  - Location (grid)
- Do not turn on or access electronic media in any way due to the possibility of booby-trapped software.
- Keep evidence together for each site.

Evidence Chain of Custody

Chain of custody

Ensure chain of custody is correctly maintained and documented. Department of the Army (DA) Form 4137, *Evidence/Property Custody Document,* is used to maintain the chain of custody (document every transfer) and serves as an inventory and accountability record.

Sworn statements and witness testimony

Use DA Form 2823, *Sworn Statement,* when completing statements from witnesses. The statements should address who, what, when, where, why, and how in relation to the events.

Evidence collection point

Once evidence has been identified, assessed, and sketched or photographed, move it to a central evidence collection point. Leaders confirm the accuracy of evidence tags. Failure to maintain accurate recording and chain-of-custody procedures may lead to criminal release and loss of the case.

Money Fraud: Indicators

- Police leadership living beyond their means.
- Informant information—segments of the population are favored.
- Increased insurgent activity with little retribution.
- Known insurgents frequenting local businesses.
- Improvised explosive device and other asymmetric warfare tactics, techniques, and procedures more sophisticated than in the past.
- Local government officials interfering with policing in the area of responsibility (AOR).
- Increase in money transfers.
- New Hawala money changers in the area.
- Increase in illegal drug trafficking in the AOR.
- Increased confiscation of currency.
- Reports of increasing government corruption.

Community Policing

- Local population participation.
- Civilian advisory committee present and active.
- Neighborhood watch program in effect.
- Police Chief and department buy in.
- Population airing grievances.
- Increase in level and effectiveness of population providing information.
- Decrease in crime rate.
- Support of the local population it serves.
- Meaningful local population participation.
- Relatively secure AOR.
- Community protected as a whole without favoritism to one group over another.

Patrol Prebrief (Example)

- Intelligence considerations:
    - Significant activities (SIGACTS) last 24/48 hours.
    - Current enemy situation (area of operations [AO]/area of interest [AI]).
    - Graphic intelligence summary (GRINTSUM) highlights.
    - Predictive analysis.
    - Threat warnings (THREATWARNs).
    - Be-on-the-lookout lists (BOLOs).
    - Cultural events.
    - Specific information requirements/specific operational requirements (SIRs/SORs) for current patrol.
    - Standard SIRs.
- Operations considerations:
    - Friendly operations last 24/48 hours.
    - Ongoing named operations.
    - Patrols in the operational environment.
    - Air cover location and status.
    - Intelligence, surveillance, and reconnaissance (ISR) location and status.
    - Quick reaction force (QRF) location and status.
    - Key leader engagements for current patrol.

Patrol Debrief (Example)

- Mission statement:
- Execution information:
    - Dismounted patrol in villages/mulhallas
        - Grids
    - Mounted patrols in villages/mulhallas
        - Grids

  - Fixed guard/checkpoint at (grid)
  - Respond to:
  - Other:
  - Attitude of general population towards US/coalition forces (CF)/host nation security forces (HNSF): Positive/Neutral/Negative

- Patrol route: Describe key location visited during patrol (town, ethnic minority neighborhood, school, protected church, etc.). Give location grid, observations, trends (e.g., better or worse than before), and digital photo number.

- Personnel encountered: List important/interesting persons encountered. Describe in the patrol narrative what they said/did that was significant: name (first and last), sex, ethnicity, hometown, tag number if detained, and description or digital photo.

- Vehicles encountered: List passengers in personnel encountered section (above). Discuss significant vehicles in patrol narrative: passengers' names (first and last); vehicle color, make, model, license plate number, and identification number; location; and digital photo number.

- Captured equipment: Explain situation leading to capture of equipment in patrol narrative: quantity, item description, tag number, serial number, and digital photo number.

- Patrol narrative: Describe important events of patrol. Include the 5 Ws (who, what, when, where, and why). Provide photo number for digital photo.

- PIR (priority information requirement)/SIR answered: Provide information pertaining to PIRs or SIRs. List PIR or SIR number.

- Commander's assessment:

Note: The information in this appendix is from a trifold handout published by the Battle Command Training Program Operations Group Bravo.

Appendix C

References

U.S. Army Field Manuals (FMs):

FM 1-02, *Operational Terms and Graphics,* September 2004

FM 3-0, *Operations,* February 2008

FM 3-21.20, *The Infantry Battalion, Appendix A (extract), Risk Management and Fratricide Avoidance,* December 2006

FM 3-24, *Counterinsurgency (COIN),* December 2006

FM 5-0, *Army Planning and Orders Production,* January 2005

FM 7-0, *Training the Force,* October 2002

Center for Army Lessons Learned Products

10-20, *Company Intelligence Support Team (COIST)*

10-11, *Escalation of Force – Afghanistan*

10-10, *Agribusiness Development Teams in Afghanistan*

09-38, *Small-Unit Operations Leader's Reference*

09-37, *Small Unit Operations in Afghanistan*

09-27, *Commander's Guide to Money as a Weapons System*

09-21, *Employing a Human Terrain Team in Operation Enduring Freedom and Operation Iraqi Freedom*

09-02, *First 100 Days Operation Enduring Freedom*

08-43, *Fratricide Avoidance*

08-30, *MRAP Vehicles*

08-10, *The First 100 Days: Commander and Staff*

07-34, *Provincial Reconstruction Teams*

Other

Rule of Law Handbook: A Practitioner's Guide for Judge Advocates, The Judge Advocate General's Legal Center and School, U.S. Army, Center for Law and Military Operations, 2009

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Center for Army Leadership (CAL)

CAL plans and programs leadership instruction, doctrine, and research. CAL integrates and synchronizes the Professional Military Education Systems and Civilian Education System. Find CAL products at <http://usacac.army.mil/cac2/cal/index.asp>.

Combat Studies Institute (CSI)

CSI is a military history think tank that produces timely and relevant military history and contemporary operational history. Find CSI products at <http://usacac.army.mil/cac2/csi/csipubs.asp>.

Combined Arms Doctrine Directorate (CADD)

CADD develops, writes, and updates Army doctrine at the corps and division level. Find the doctrinal publications at either the Army Publishing Directorate (APD) <http://www.usapa.army.mil> or the Reimer Digital Library <http://www.adtdl.army.mil>.

Foreign Military Studies Office (FMSO)

FMSO is a research and analysis center on Fort Leavenworth under the TRADOC G2. FMSO manages and conducts analytical programs focused on emerging and asymmetric threats, regional military and security developments, and other issues that define evolving operational environments around the world. Find FMSO products at <http://fmso.leavenworth.army.mil/>.

Military Review (MR)

MR is a revered journal that provides a forum for original thought and debate on the art and science of land warfare and other issues of current interest to the U.S. Army and the Department of Defense. Find MR at <http://usacac.army.mil/cac2/militaryreview/index.asp>.

TRADOC Intelligence Support Activity (TRISA)

TRISA is a field agency of the TRADOC G2 and a tenant organization on Fort Leavenworth. TRISA is responsible for the development of intelligence products to support the policy-making, training, combat development, models, and simulations arenas. Find TRISA Threats at <https://dcsint-threats.leavenworth.army.mil/default.aspx> (requires AKO password and ID).

Combined Arms Center-Capability Development Integration Directorate (CAC-CDID)

CAC-CDIC is responsible for executing the capability development for a number of CAC proponent areas, such as Information Operations, Electronic Warfare, and Computer Network Operations, among others. CAC-CDID also teaches the Functional Area 30 (Information Operations) qualification course. Find CAC-CDID at <http://usacac.army.mil/cac2/cdid/index.asp>.

U.S. Army and Marine Corps Counterinsurgency (COIN) Center

The U.S. Army and Marine Corps COIN Center acts as an advocate and integrator for COIN programs throughout the combined, joint, and interagency arena. Find the U.S. Army/U.S. Marine Corps COIN Center at: <http://usacac.army.mil/cac2/coin/index.asp>.

Joint Center for International Security Force Assistance (JCISFA)

JCISFA's mission is to capture and analyze security force assistance (SFA) lessons from contemporary operations to advise combatant commands and military departments on appropriate doctrine; practices; and proven tactics, techniques, and procedures (TTP) to prepare for and conduct SFA missions efficiently. JCISFA was created to institutionalize SFA across DOD and serve as the DOD SFA Center of Excellence. Find JCISFA at <https://jcisfa.jcs.mil/Public/Index.aspx>.

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