REFERENCE GUIDE

BCT–PRT
"Unity of Effort"

PKSOI
U.S. Army
Peacekeeping and Stability Operations Institute

Observations, Insights, and Lessons

BCT-PRT "Unity of Effort" Reference Guide

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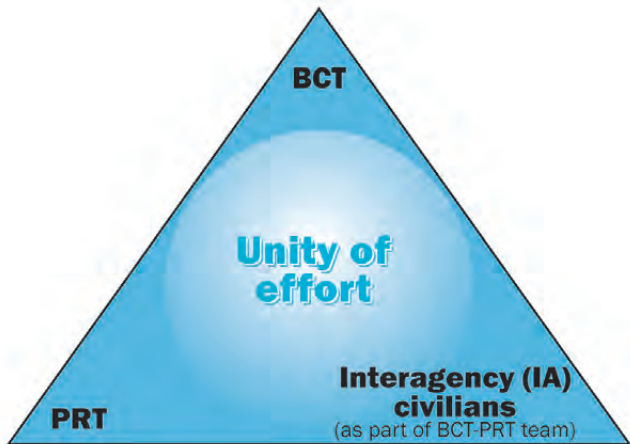| BCT-PRT "Unity of Effort" Reference Guide	
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BCT-PRT "Unity of Effort" Reference Guide

Figure 1

Who This Reference Guide Is For:

- Brigade combat team (BCT) commanders and staffs,

- Battalion commanders and staffs,

- Provincial reconstruction team (PRT) commanders and staffs, and

- U.S. government/interagency (IA) representatives serving with BCTs, battalions, and PRTs

   . . . preparing to serve in Afghanistan.

Notes:

- Brigade task force (BTF) is interchangeable with BCT in this construct/guide.

- This guide is intended for U.S. Army BCTs, U.S. PRTs, and U.S. government representatives within those commands.

- Certain principles in this guide may be applicable for relations with international players/PRTs.

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Introduction

Problem: The brigade combat team (BCT) (or brigade task force [BTF]) and the provincial reconstruction team (PRT) have responsibilities for governance, security, development, and information lines of effort (LOEs) within a defined geographical area of responsibility; however, component elements of the task force do not always plan or execute together. There is a distinct challenge for the task force commander, his staff, and the subordinate PRTs and maneuver battalions/task forces to achieve true "unity of effort" amongst themselves. Contributing factors include:

- Rotation schedules of BCTs and PRTs are not synchronized.

- BCTs and PRTs rarely train together during predeployment.

- PRT composition is multicomponent, multiservice, and interagency — with different cultures and operating practices.

- Personalities/personality conflicts can be a major factor.

- Multiple reporting channels detract from synchronization.

Purpose of this Guide: To help BCT and PRT leaders and staffs (civilian and military) establish "unity of effort" among their organizations at the very outset of operations in theater.

Intent: This is not a "how-to" manual. Rather, this guide is designed to provide BCT and PRT leaders and staffs a set of tools, approaches, and observations — gathered from recently deployed personnel — which, if properly coordinated, communicated, and planned for during BCT/PRT "Road to War" training, will help improve conditions for "unity of effort."

"Unity of Effort": The coordination and cooperation toward common objectives, even if the participants are not necessarily part of the same command or organization — the product of successful unified action." (Joint Publication 1, *Doctrine for the Armed Forces of the United States*)

In the case of BCTs and PRTs, "unity of effort" encompasses not only the coordination and cooperation between multiple services/organizations, but also between participants/teammates from Department of State (DOS), U.S. Agency for International Development (USAID), and U.S. Department of Agriculture (USDA).

Additionally, "unity of effort" may be affected by other players operating within the battle space, such as special operations forces (SOF) and National Guard agribusiness development teams (ADTs).

Chapter 1

Environment and Missions

Missions:

- Mission/Campaign statement of higher headquarters:

   "The U.S. Mission and U.S. Forces in Afghanistan, in partnership with ISAF and the international community, enable the Afghan Government and its people to: counter the insurgency and prevent the use of Afghan territory by international terrorists, build a state that is accountable and responsive to its people, and establish the foundation for longer-term development." (*U.S. Government Integrated Civilian-Military Campaign Plan for Support to Afghanistan,* Feb 2011)

- Mission of the provincial reconstruction team (PRT) (example):

   "Provincial Reconstruction Teams (PRTs) will assist The Islamic Republic of Afghanistan to extend its authority in order to facilitate the development of a stable and secure environment in the identified area of operations and enable Security Sector Reform (SSR) and reconstruction efforts." (*ISAF PRT Handbook* [ed. 4] [Mar 2009])

- Mission and tasks of the brigade combat team (BCT) (example):

   "Their core mission is to close with the enemy by means of fire and maneuver to destroy or capture enemy forces, or to repel enemy attacks by fire, close combat, and counterattack. The BCT can fight without augmentation, but it also can be tailored to meet the precise needs of its missions. BCTs conduct expeditionary deployment and integrate the efforts of the Army with military and civilian, joint, and multinational partners.

- Stability operations leverage the coercive and constructive capabilities of the BCT to establish a safe and secure environment.

- Stability operations consist of five primary tasks the BCT may be assigned to perform or support:

    ○ Establish civil security.

    ○ Establish civil control.

    ○ Restore essential services.

    ○ Provide support to governance.

    ○ Provide support to economic and infrastructure development." (Field Manual [FM] 3-90.6, *Brigade Combat Team* [Sep 2010]).

- There will likely be established missions for each BCT, each subordinate battalion (BN), and each PRT. Missions and execution parameters will vary from BCT to BCT.

- Likewise, there will be established mission-related roles and responsibilities for military and civilian unit members. (See Chapter 4, "Roles and Responsibilities.")

- Despite what may be established, situational/environmental context changes may necessitate changes in mission-related roles and relationships — particularly for BNs and PRTs. "Supported" roles and relationships may transition to "supporting," and vice versa. BN and PRT leaders should agree to an ongoing conversation — to review conditions and requirements for change.

Authorities:

- It is prudent for BCT and PRT leaders/staffs to understand the various lines of authority. Who has authority to do what?

    ○ U.S. military operational and service-related administrative authorities.

    ○ U.S. Department of State authorities.

    ○ Other Department/Agency authorities.

- Embedded training teams and police mentor teams.

- Government of the Islamic Republic of Afghanistan (GIRoA) authorities.

- What authorities are in place with regard to the activities of the United Nations (UN), nongovernmental organizations, and international organizations within the battle space?

Predeployment Site Survey (PDSS) – Precontact Information – Familiarization:

PDSS Checklist

- Meet counterparts (BCT, PRT, and civilian) (plus regional platform points of contact [POCs]).

- Discuss BCT and PRT structure and capabilities.

- Provide assessments of BCT and PRT lines of effort (LOEs) and "way ahead" (i.e., projects, objectives, Afghan contributions, expectations, sustainment plans, issues, etc.).

   - Completed projects/programs.

   - Current projects/programs.

   - Proposed projects/programs.

- Share stability plans: BCT/higher headquarters (HQ)/regional platform/PRT/agency; review associated strategy-to-task trees.

- Receive lists and assessments of all provincial and district Afghan officials and other key players (local Afghan civilians).

- Discuss proposed spheres of influence (BCT/PRT/agency).

- Receive list of contractors being used across the area of operation (AO); review how they are monitored.

- Receive staff contact information/e-mail addresses.

- Receive access to portal pages and applicable databases.

- Discuss expectations and limitations: What can BCT (or battle space owner) provide PRT? What can PRT (and civilians) provide BCT?

- Share key documents (Afghan reports, district stability framework data, assessments, etc.).

Reception, Staging, Onward Movement, and Integration (RSOI) – Handover – Education – Relief in Place/Transfer of Authority (RIP/TOA) – Continuity:

RSOI Checklist

- Conduct unit/staff introductions and information exchange.

    ○ Update/confirm roles, responsibilities, and LOEs.

    ○ Provide BCT staff process brief to the PRT.

    ○ Provide PRT staff process brief to the BCT.

    ○ Review reporting requirements and formats; determine shared reports.

    ○ Provide/receive current operations brief.

    ○ Provide/receive updates to contact lists.

    ○ Provide/receive district stability framework updates.

- Confirm communication architecture (primary network for each HQ).

- Identify communication gaps/challenges and discuss mitigation plan.

- Confirm engagement strategy and spheres of influence.

- Review/refine battle drills and consequence management plans.

- Set follow-on meeting with Afghan partners (military and civilian) to conduct personal introductions (during handover).

Afghan Society/Local Community:

- What is the "threshold" knowledge base (political, military, economic, social/societal, infrastructure, and information) I need to have in order to be effective as soon as possible?

- What are the Afghan plans for my area? (provincial and district plans)

- What are the sources of instability (SOI) affecting the AO?

- What ongoing activities are already addressing SOI? Who is responsible for those activities?

- What is "our" role (BCT and PRT collectively) in addressing the SOI?

- What are the GIRoA's roles, responsibilities, and capabilities for addressing the SOI?

- Who are the positive influencers at the provincial and district levels?

- Who are the negative influencers at the provincial and district levels?

Priorities – Mission Objectives:

- The PRT commander must have a complete understanding of the brigade commander's intent and priorities for all lines of operation.

- Mission objectives — for both the BCT (brigade task force [BTF]) and the PRT — will often require synchronization and teamwork across multidisciplinary programs and across other elements of the force structure (battalions, district support teams, etc.):

  - Engagement and partnership with Afghan government leaders (provincial and district).

  - Responsible project management and oversight of economic/ development efforts.

○ Integration and partnership with Afghan National Security Forces (ANSF) to meet security objectives.

○ Engagement of the population with strategic communication.

Capacity-Building vs. Counterinsurgency (COIN) vs. Stability:

The problem-sets, objectives, and effects of capacity-building, COIN, and other stability operations are often intertwined. Arriving at a consensus on the complex issues that emerge from these efforts — where multiple equities (military, civilian, and LOE-specific) are involved — should not be a product of "strong-arming" (i.e., forcing one side's solution on the others) nor should it be a product of "group-think" (i.e., minimizing conflict and coming to agreement without a critical evaluation of the various positions/viewpoints). Instead, consensus and a common vision should be reached through cooperative analysis and critical evaluation of the various cross-cutting issues and ideas.

Chapter 2

Goals and Metrics

Goals/Objectives:

- Ensure coordination and cooperation (brigade combat team [BCT] and provincial reconstruction team [PRT], military and civilian) toward common objectives, even if the participants are not part of the same commands or organizations.

- PRTs should be well-situated and resourced to achieve the following objectives:

    ○ Improve stability.

    ○ Increase local institutional capacity.

    ○ Facilitate reconstruction activities.

    ○ Execute a strong strategic communications program.

- Strategy and objectives for the province for the next 1–3 years should be well understood by both the BCT and the PRT.

Information Sharing:

- Information sharing is essential to set common goals and track metrics.

- Do what it takes to inform each other — formally and informally.

- Schedule mutually agreeable regular updates/reviews/meetings; provide adequate time and attention for all participants and lines of effort (LOEs).

- Go the extra step to share thoughts, insights, and concerns with each other, even if they are only uninformed "gut" feelings. (Try being each other's sounding board.)

- Initial meeting between BCT and PRT commanders should set the tone for information sharing.

- Initial meeting between military and civilians should set the tone for information sharing.

Metrics:

- Understand outputs (e.g., number of wells drilled, schools built, and police trained); outcomes (e.g., how many people have access to clean water, growth in school enrollment, and public perception of police); and longer-term impacts (e.g., impact of wells on local power structure, impact of education on social values and economic prospects, and impact of police training on public security and support for the government). Ultimately, impact is what matters.

- Agree upon the metrics for measuring progress toward attaining goals/objectives:

  - Measures of effectiveness (MOE): The criteria used to assess changes in system behavior or capability that are tied to measuring the attainment of an end state, achievement of an objective, or creation of an effect.

  - Measures of performance (MOP): The criteria used to measure if a task is performed to a necessary standard. MOP measures output if actions were done correctly.

- Develop criteria for attaining success in "unity of effort."

- Examine progress toward addressing sources of instability and toward promoting sources of stability.

Chapter 3

Approaches

Dispute Resolution (Team Approach):

- Agree upon a process to resolve disputes among each other. For example, leaders may agree to compare each differing position/ solution against the others to determine the optimum solution. Solution comparison identifies which solution best solves the problem based on evaluation criteria. A common technique for solution comparison is the decision matrix.

- If leaders cannot resolve a given dispute/disagreement within the brigade combat team's (BCT's) battle space, the ultimate decision rests with the BCT commander. In such cases, for example, where the leaders of a certain battalion and a certain provincial reconstruction team (PRT) (or even agribusiness development team [ADT]) are in strong disagreement with one another and cannot come to terms/resolution, the BCT commander would be the final decision-maker.

- A regular/weekly "board of directors" meeting — bringing the BCT/ battalion (BN), PRT, Department of State (DOS), United States Agency for International Development (USAID), United States Department of Agriculture (USDA), and ADT leaders together to talk and resolve issues is an effective method/forum for dispute resolution.

Lines of Effort (LOEs):

- Security: Led by the BCT (and its maneuver BNs) (across the area of operations).

- Governance: Led by the PRT (in its province).

- Development: Led by the PRT (in its province).

- Information operations: Led by the Influence Operations (Ops) Board (discussed under Chapter 5, "Reassessment and Adjustment").

Processes/Mechanics:

- Agree upon a joint/integrated planning process to achieve agreed-upon objectives:

    ○ Ensure holistic planning.

    ○ Conduct military decisionmaking process (MDMP) with emphasis on design and understanding of non-military tasks essential to achieving governance and development end states.

    ○ Incorporate civilians up front to integrate civilian perspectives; determine key "nodes" of civilian engagement; understand that civilian capacity for planning is primarily at the embassy level and that civilian planning typically looks longer term.

    ○ Understand the planning process for lethal operations.

    ○ Understand the planning process to address sources of instability and/or to build capacity — not intended for lethal outcomes. Civilian counterparts should participate.

    ○ Include transition to Afghan control in the planning process.

    ○ Know and plan for contradictions, tensions, and uncertainties.

    ○ Agree upon planning decisions. All must understand and agree upon the necessary resources (e.g., funding) to support the selected course of action.

    ○ Integrate assessment into operational and tactical planning. The district stability framework (DSF) (discussed in the next section) facilitates the assessment process.

- Agree upon the processes/mechanics to track metrics of progress toward attaining objectives.

- Agree upon the process to address cross-cutting issues that do not fit neatly into anyone's roles or responsibilities.

• Agree upon the process to synchronize and resource district support team (DST) efforts.
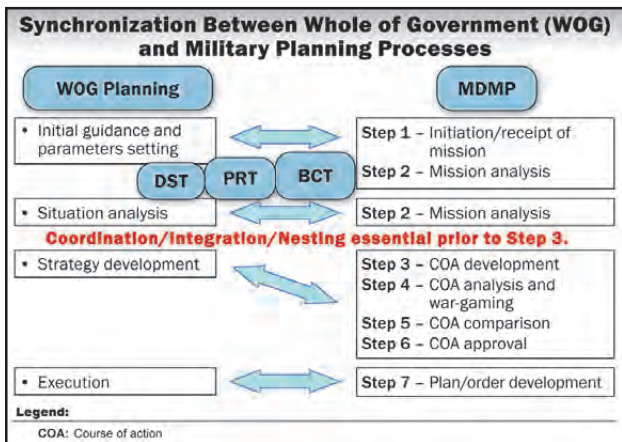
Figure 2

District Stability Framework:

• DSF is a common interagency and effects-based program management framework that encourages "unity of effort" and allows users to: understand the operating environment; understand how local perceptions influence overall stability; identify and address the root causes (sources of instability [SOI]), design activities that specifically address instability at the local level; and monitor and evaluate outputs, impacts, and overall stability.

• The DSF supports "unity of effort" by promoting the establishment of interagency platforms for stability programming referred to as stability working groups (SWGs). The SWG is a stability-focused planning and coordination body ideally comprised of: U.S. government civilians, coalition forces, Government of the Islamic

Republic of Afghanistan (GIRoA), international organizations, and nongovernmental organizations (NGOs). The SWG meets regularly to identify and address sources of instability within a local operating environment.

- The DSF is an iterative four-step process:

  ○ **Situational awareness.** The DSF requires population-centric and stability-oriented situational awareness. Situational awareness must be continually reassessed. DSF uses four "lenses" to examine the local environment and achieve a comprehensive understanding of stability conditions and the factors that underlie them: (1) operating environment, (2) cultural environment, (3) local perceptions, and (4) stability/instability dynamics. BCTs and BNs should help conduct surveys and collect DSF information and share it with PRTs and follow-on units.

  ○ **Analysis.** During analysis, the SWG determines the SOI within an operating environment and develops an objective statement to address them. The SWG identifies perceptive and systemic causes of the SOI as well as predetermines the impact (measure of effect) necessary to mitigate and/or diminish the systemic (root) causes of instability.

  ○ **Design.** All activities identified through the DSF process are designed to target SOI by diminishing the systemic (root) causes that contribute to the SOI. Activities are filtered against stability criteria and refined by applying common sense design principles. To ensure the ability to monitor activity completion, output (measure of performance) indicators and data sources are identified.

  ○ **Monitoring and evaluation.** Effective stability programming relies on the ability to understand and measure change in the stability environment with respect to specific SOI as well as overall stability trends. The DSF looks at three different levels of monitoring and evaluation: activity output, impact, and overall stability.

Battle Rhythm/Battle Update Briefings (BUBs)/"Targeting" Meetings:

- The BCT, BN, and PRT should be aware of each other's battle rhythms/meeting schedules as well as the expectations for participation.

- Weekly BCT BUBs and weekly BN-PRT meetings/operational updates are recommended.

- Quarterly plans reviews at the BCT-level — attended by BNs and PRTs — are recommended, covering plans, objectives, lines of effort (LOEs), and progress.

- "Targeting" meetings: The PRT and ADT should participate in BCT and BN nonlethal "targeting" meetings. Emphasis should be on nesting nonlethal effects and deconfliction with lethal operations. The PRT should also be involved in the lethal "targeting" meetings because they are often the first venues to address consequence management after a lethal operation.

- A "board of directors" approach at reviews/meetings can facilitate synchronization/cross-referencing among BCTs and PRTs. In this approach, civilian and military representatives of equivalent level operate as equals.

Funding (Commander's Emergency Response Program [CERP], Quick Response Fund [QRF] program, etc.] and USAID Involvement:

- Ensure synchronization/vetting with USAID on all development projects and associated resources/funding.

- Have a "clearinghouse" process for the review/approval of all CERP projects (O6 level or designee).

- Include BCT S-9 (civil-military operations staff officer) coordination with the PRT on CERP projects.

- Include agreed-upon effects-based criteria in the coordination and review of CERP projects.

- Agree to enforce standards of project development — encouraging good stewardship by the Afghan provincial development council, line directors, and governors to accurately represent projects/costs/resourcing to their people and answer their needs/questions.

- Agree to demand "buy in" from the host nation/local community. They need to contribute resources to the project, and they need to plan for sustainment of the project.

Afghan Contracting:

- Always ensure contracts undergo a legal review. PRTs lack certified contracting officer and staff judge advocate (SJA) personnel; therefore, PRTs seek access to the BCT's (or other organization's) SJA officer for assistance on contractual issues/actions.

- An effective best practice is to set up a liaison office attached to the governor's compound that focuses on processes for development (including contracting) as well as on governance. This practice reinforces the legitimacy of the governor. It also allows Afghan contractors to meet with PRT and BCT officials in a private, secure location.

- Supporting processes and recommended actions for contracting include:

  - Have standard designs for projects.

  - Hold a pre-bid conference in advance of the bidders' conference — to describe the project, expected skills, and quality expectations.

  - Provide a certification course/training for potential contractors.

  - Maintain records on potential contractors — with records and assessments of previous performance.

  - Build a detailed request for proposal/quote — with quality expectations.

Battle Drills:

Battle drills ensure that BCTs, BNs, and PRTs have a standardized way to react to a common battlefield event. Battle drills allow for rapid reaction to an event with the minimum of orders needing to be issued.

Consequence Management:

- Who notifies what GIRoA official in the event of civilian casualties, night raids, etc.?

- What are the agreed-upon processes/procedures for conducting consequence management?

Information Operations (S-7)/Civil-Military Operations (S-9)/ Intelligence (Intel [S-2])/Operations (Ops [S-3]):

- These staff sections, in particular, should be providing continuous coordination/collaboration/linkages between the PRT and the BCT (and its battalions) — to ensure "unity of effort" among the organizations.

- The BCT S-7 should provide expertise and themes to complement operations (for both the S-3 and the S-9) — driven by intel reporting (from the S-2) to make the messaging relevant and timely.

- The BCT S-7 manages the Influence Ops Board (discussed under Chapter 5, "Reassessment and Adjustment").

Chapter 4

Roles and Responsibilities

Brigade Combat Team (BCT) Roles and Responsibilities:

- BCT primary Government of the Islamic Republic of Afghanistan (GIRoA) partnership is: BCT with Afghan National Security Force (ANSF).

- BCT ensures that the team concept is employed at battalion (BN)-provincial reconstruction team (PRT) level.

- BCT provides staff guidance, resourcing, and synchronization for BNs and PRTs.

- BCT ensures that interagency coordination occurs within the battle space.

- BCT ensures the synchronization of inter-province activities (where multiple provinces and PRTs occupy the battle space).

Maneuver Battalion Roles and Responsibilities:

- BNs should partner/coordinate with PRTs and district support teams (DSTs) on targeting and nonlethal source of instability and capacity-building actions.

- BNs should participate in PRT and DST meetings.

- BNs should rely on the PRTs and DSTs as linkages to local leaders.

- BNs should coordinate all key leader engagements (KLEs) with the appropriate PRT and/or DST.

- BNs should support PRT and DST district stability framework survey collection efforts.

PRT Roles and Responsibilities:

- The PRT's senior governance officer is the primary U.S. government counterpart for the provincial governor.

- The PRT commander serves as the primary military counterpart for the provincial governor.

- The PRT should not act as an alternative to the GIRoA, but rather should seek to improve the capacity of the GIRoA to govern itself.

- The PRT performs a vital role in helping to extend the reach of the government, especially in remote areas, and in deterring agents of instability.

- The PRT seeks to establish an environment that is stable enough for local authorities and civil society to engage in reconstruction, political transition, and social and economic development.

- The PRT ensures international efforts are in line with the objectives of the Afghan National Development Strategy (ANDS) and evolving provincial development plans.

KLEs/Governance:

- PRT has lead role in KLEs/governance activities at the provincial level.

- DST has lead role in KLEs/governance activities at the district level.

Integrated Command Team:

- PRTs are often under operational control to the BCT (or regional command/division).

- The "integrated command team" (composed of military and civilian officials) at the BCT level and at the maneuver BN/PRT level is essential for synchronizing the diplomatic, economic, and military lines of operation.

- The "integrated command team" requires all relevant, unique perspectives in order to understand the issues and develop solutions. It also requires team-wide familiarity of the key people, processes, and structures involved in supporting the decision-making effort. Civilian-military team building depends on a mutual attitude of openness to different and unfamiliar perspectives and a genuine collaborative effort to determine, plan, and conduct common outcomes. See the following diagram — "Integrated Civ-Mil Decision-Making Structure."

Integrated Civ-Mil Decision-Making Structure

Brigade Task Force (BTF) Integrated Command Team — BTF Commander | BTF DOS Rep | BTF USAID Rep | BTF USDA Rep

PRT

Battalion TF Commander | Agribusiness Development Team (ADT) | Military | DOS | USAID | USDA | Security Force

Provincial Integrated Command Team

Company Commander | Embedded Training Team (ETT)/ Police Mentor Team (PMT) | Civil Affairs (CA) Team | Engineers | DOS | USAID | USDA

District Support Team

Legend:
DOS: U.S. Department of State
USDA: U.S. Department of Agriculture
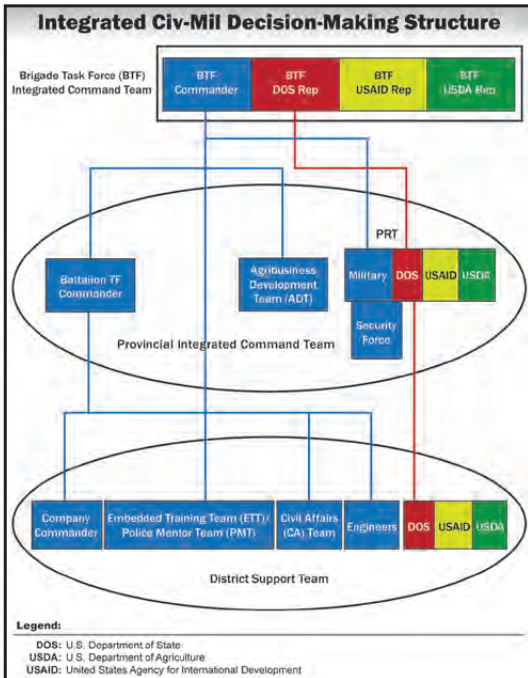USAID: United States Agency for International Development

Figure 3

Communications Architecture:

- Who is using what for communication between the BCT, its maneuver battalions, and the PRT (i.e., communications systems, information networks and data repositories, knowledge management tools and processes, etc.)?

- What systems, processes, and procedures are essential to "unity of effort"?

- Which ones do not contribute?

Reporting Requirements:

- Commanders should ensure that all lines of authority have the same situational awareness on the commander's critical information requirements.

- BN and PRT staffs should meet the reporting timelines and requirements of the BCT.

- PRTs should provide timely, front-line reporting on political, economic, security, social, and other issues.

- Reporting and information-sharing requirements apply to any agribusiness development team (ADT) in the structure as well.

Battle Space Organization – Movement/Cooperation:

- BCTs maintain situational awareness on the multiplicity of actors within the battle space.

- PRTs need to understand the organization of the battle space — i.e., the areas of operation for both the BCT and its maneuver BNs.

- Movement (ground and air) throughout the battle space requires planning, cooperation, and communication with the appropriate battle space owner (BSO). The BSO (the BCT or its maneuver BN) has certain expectations/processes/procedures for movement that must be met by the PRT, ADT, etc.

DSTs:

- DSTs seek to strengthen the district government's links with provincial authorities, ensuring the needs of the district are conveyed, and that appropriate ministries in Kabul address their needs.

- DSTs support activities such as creating workable district development plans and forming representative community councils.

- DSTs coordinate activities through both military and agency channels.

- DSTs share information about local power brokers and local dynamics with the provincial integrated command team.

District Delivery Program (DDP):

- The DDP was designed as a short-term (national-to-district) program in which national-level government officials from Kabul visit districts across Afghanistan. The purpose is to meet with district councils, make assessments on operating costs and service requirements, and develop short-term plans to meet the needs of the district, including provision of funds for the districts. DDP visits are coordinated through each level of government (national, provincial, and district) and through each ministry. The DDP was designed as an Afghan-led process, although the funding sources are external.

- PRTs and DSTs should encourage lower-level governments (provincial- and district-level governments) to coordinate their efforts and synchronize their plans (provincial plans and district plans) for each service sector (e.g., health, education, agriculture, and justice).

Chapter 5

Reassessment and Adjustment

Pitfalls and Best Practices:

- Best Practices:

    - Database and map all development projects; ensure project data is shared (situational awareness) across brigade combat teams (BCTs) and provincial reconstruction teams (PRTs).

    - Establish informal structures (personal relationships) to improve civil-military relations.

    - Encourage civilian and military personnel, as well as coalition partners, to meet face-to-face on a regular basis (weekly/monthly synchronization meetings) and to exchange information.

- Pitfalls:

    - Failure to have integrated plans.

    - Failure to have a legal review and a clearinghouse process for contracts/Commander's Emergency Response Fund projects.

    - Governance/development/agricultural programs need to be vetted from the bottom up before they are implemented; otherwise, they may be completely inappropriate for a given province or district.

Sources of Friction:

- What sources of friction and instability remain among the local populace?

    - Corruption.

    - Collusion with insurgents.

  ○ Expectations for construction completion timelines.

  ○ Expectations for post-construction services.

- What sources of friction, if any, are adversely impacting BCT-PRT "unity of effort"?

  ○ The speed at which PRTs and agencies operate is often a source of friction for the BCT and its maneuver battalions (BNs). Development and governance actions, by nature, take longer to work and to achieve effects than do security actions.

  ○ Uncoordinated security actions that have a detrimental effect on governance and/or development.

  ○ Personality conflicts between leaders.

  ○ "Who works for whom?"

Information:

- BCT/BN/PRTs should enforce and adhere to the Combined Joint Task Force standard for databases and information-sharing protocols.

- BCT/BN/PRT staffs should recommend adjustments to the commander's critical information requirements (CCIR) as needed to support their commander's decision making. BN CCIR and PRT CCIR should dovetail with BCT CCIR.

- BCT/BN/PRT S-2s should regularly collaborate and assess whether priority intelligence requirements (PIR) have been met. What are the gaps?

- An effective best practice is to establish a semi-formal "S-2 Board," which meets in advance of the Influence Operations (Ops) Board and the Targeting Board. The "S-2 Board" brings together available S-2 resources — teaming the BN, PRT, and ADT S-2 shops. It also serves to align S-2 assessments and briefings in advance of the other boards.

Common Operating Picture:

- The common operating picture (COP) should provide a common visual display for the BCT, BN, and PRT — resulting from the CCIR, agreed-upon processes for collection, and the latest updates of summarized information.

- During the relief in place, new members should be trained on the system used to develop the COP, and they should understand how to maintain the data and why it is important.

- Development of a reconstruction and development COP and sharing it with the provincial governor and donors can expand "unity of effort" and help eliminate misunderstanding with respect to projects and their locations.

- If the BN and PRT are collocated, consideration should be given to establishing a single tactical operations center — to centralize information, collocate critical processes, and build "unity of effort."

Influence Ops Board:

- (BCTs and PRTs) Who are you going to influence? How?

- Everything you do (BCTs and PRTs) is in relation to the Afghans. Is the Afghan government being connected with its constituency, and will it be able to counter the messages and services delivered by the insurgents? (As an example, one message the average Afghan should get from information operations would make them ask, "What has the Taliban done for me lately, except lie?")

- Reassessment of the environment, problems, goals, and plans should inform and influence what you do (BCTs and PRTs).

- Recent District Stability Framework (DSF) survey information analysis and other stability working group (SWG) products should be discussed and incorporated into plans and operations.

Chapter 6

Other Considerations

Relationships:

- Personal relationships trump everything! Effective personal relationships can drive success despite otherwise ineffective planning, support, and execution. Conversely, poor personal relationships can cause failure even though functioning systems are working effectively.

  - Be civil and cordial, and above all, be professional.

  - Be patient.

  - Go face-to-face as much as possible. If face-to-face is not possible, use the phone over e-mail.

- Support relationships. Need to agree upon and assign support relationships. When do military support civilians, and vice versa?

- Leadership responsibility. Visibly promoting and setting the tone for strong working relationships and collaboration is a leadership responsibility — at all levels.

Strengths and Weaknesses:

Each organization (brigade combat team [BCT], maneuver battalion [BN], and provincial reconstruction team [PRT]), to include Department of State (DOS), United States Agency of International Development (USAID), and United Stated Department of Agriculture (USDA), has certain strengths, weaknesses, capabilities, and limitations. For instance, the PRT and the agencies are generally strong on expertise, but typically limited on personnel — one-deep in functional areas. It is essential that organizational leaders are made aware of these strengths and weaknesses from the outset. It is likewise essential that the "integrated command teams" collaborate to optimize strengths and overcome weakness.

It's really BNs. The maneuver BN is the linchpin organization for influencing/achieving "unity of effort":

- The BN commander and PRT commander have the same boss.

- The BN serves with the PRT in the provincial integrated command team.

- The BN communicates directly and frequently with the BCT — and can serve as a conduit for the PRT. The BN commander understands the BCT commander's intent.

- The BN communicates directly and frequently with the PRT (and district stability teams [DSTs]). The BN is involved in the battle rhythm of the PRT (and DSTs).

- The BN owns the battle space in which the PRT and DSTs operate.

- The BN partners/coordinates with the PRT (and DSTs) on key leader engagements, targeting, and nonlethal source of instability and capacity-building actions.

- The BN has far more day-to-day contact with Afghan civilians (than the PRT has with them) by virtue of its vastly greater number of Soldiers and its security missions.

- The BN can greatly enhance BCT and PRT efforts at supporting governance and development through its daily positive contacts with Afghan civilians, collection of district stability framework survey responses, etc. Conversely, the BN can damage BCT and PRT efforts if some of its Soldiers act in an undisciplined manner towards the Afghan people.

Chapter 7

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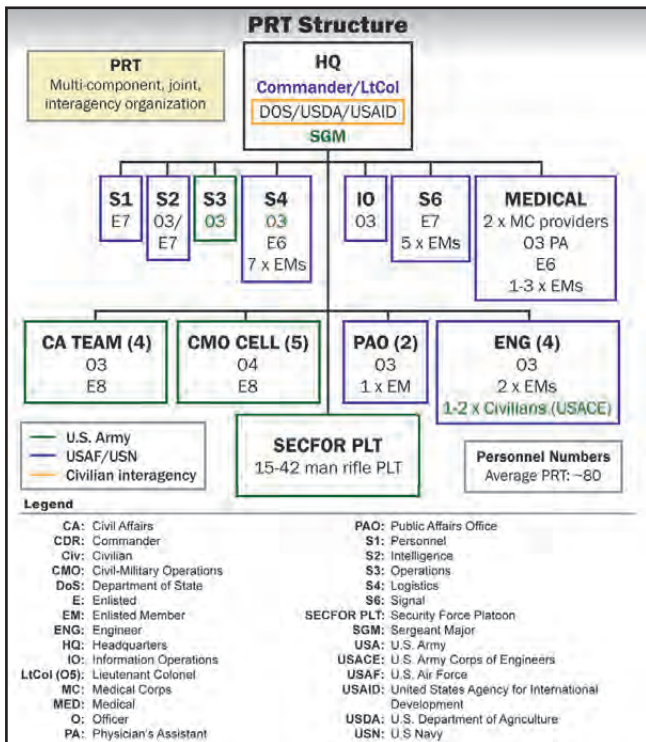
Chapter 8

Organizations and Structures
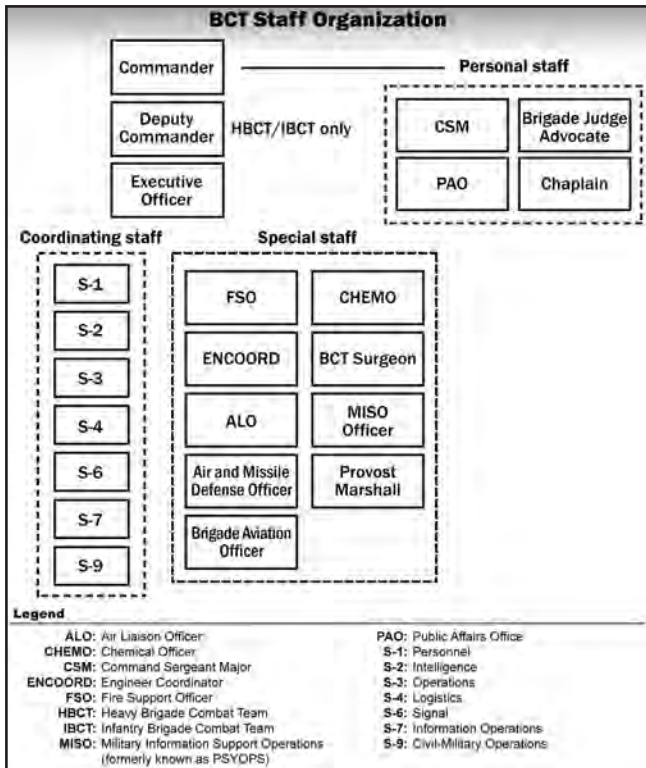

PRT Structure

PRT	HQ
Multi-component, joint, interagency organization	Commander/LtCol
	DOS/USDA/USAID
	SGM

S1 — E7
S2 — O3/ E7
S3 — O3
S4 — O3 / E6 / 7 x EMs
IO — O3
S6 — E7 / 5 x EMs
MEDICAL — 2 x MC providers / O3 PA / E6 / 1-3 x EMs

CA TEAM (4) — O3 / E8
CMO CELL (5) — O4 / E8
PAO (2) — O3 / 1 x EM
ENG (4) — O3 / 2 x EMs / 1-2 x Civilians (USACE)

SECFOR PLT — 15-42 man rifle PLT

Personnel Numbers — Average PRT: ~80

— U.S. Army
— USAF/USN
— Civilian interagency

Legend

CA:	Civil Affairs	**PAO:**	Public Affairs Office
CDR:	Commander	**S1:**	Personnel
Civ:	Civilian	**S2:**	Intelligence
CMO:	Civil-Military Operations	**S3:**	Operations
DoS:	Department of State	**S4:**	Logistics
E:	Enlisted	**S6:**	Signal
EM:	Enlisted Member	**SECFOR PLT:**	Security Force Platoon
ENG:	Engineer	**SGM:**	Sergeant Major
HQ:	Headquarters	**USA:**	U.S. Army
IO:	Information Operations	**USACE:**	U.S. Army Corps of Engineers
LtCol (O5):	Lieutenant Colonel	**USAF:**	U.S. Air Force
MC:	Medical Corps	**USAID:**	United States Agency for International Development
MED:	Medical		
O:	Officer	**USDA:**	U.S. Department of Agriculture
PA:	Physician's Assistant	**USN:**	U.S Navy

Figure 4

Figure 5

Figure 6

Chapter 9

Glossary

ADT	Agribusiness development team
AFG	Afghanistan
ALO	Air liaison officer
ANDS	Afghan National Development Strategy
ANSF	Afghan National Security Forces
AO	Area of operation
BCT	Brigade combat team
BN	Battalion
BSO	Battle space owner
BTF	Brigade task force
BSB	Brigade support battalion
BSTB	Brigade special troops battalion
BUB	Battle update briefing
CA	Civil affairs
CAAT	Counterinsurgency advisory and assistance team
CALL	Center for Army Lessons Learned
CCIR	Commander's critical information requirements
CCO	Center for Complex Operations
CDR	Commander
CERP	Commander's Emergency Response Program
CFC	Civil-military Fusion Centre
CHEMO	Chemical officer
CJTF	Combined joint task force
CMO	Civil-military operations
COA	Course of action
COIN	Counterinsurgency
COMISAF	Commander, International Security Assistance Force
COP	Common operating picture
CoP	Community of practice
CSM	Command sergeant major

DDP	District Delivery Program
DOS	Department of State
DSF	District stability framework
DST	District support team
ENCOORD	Engineer coordinator
ENG	Engineer
ETT	Embedded training team
FM	Field manual
FSO	Fire support officer
GIRoA	Government of the Islamic Republic of Afghanistan
HHC	Headquarters and Headquarters Company
HN	Host nation
HQ	Headquarters
IA	Interagency
ICMCP	Integrated Civilian-Military Campaign Plan for Afghanistan
IO	Information operations
ISAF	International Security Assistance Force
KLE	Key leader engagement
LLO	Logical line of operation
LOE	Line of effort
MDMP	Military decisionmaking process
MED	Medical
MI	Military intelligence
MISO	Military information support operations (formerly known as psychological operations)
MOE	Measures of effectiveness
MOP	Measures of performance
NGO	Nongovernmental organization

OPCON	Operational control
Ops	Operations
PAO	Public affairs office
PDP	Provincial development plan
PDSS	Predeployment site survey
PIR	Priority intelligence requirements
PMT	Police mentor team
PRT	Provincial reconstruction team
QRF	Quick response fund
RIP/TOA	Relief in place/transfer of authority
RSOI	Reception, staging, onward movement, and integration
S-1	Personnel staff officer
S-2	Intelligence staff officer
S-3	Operations staff officer
S-4	Logistics staff officer
S-6	Signal staff officer
S-7	Information operations staff officer
S-9	Civil-military operations staff officer
SECFOR PLT	Security force platoon
SGM	Sergeant major
SJA	Staff judge advocate
SOF	Special operations forces
SOI	Source of instability
SOLLIMS	Stability Operations Lessons Learned and Information Management System
SOP	Standing operating procedure
SSR	Security sector reform
SWG	Stability working group
TRADOC	U.S. Army Training and Doctrine Command
UN	United Nations
USAID	U.S. Agency for International Development
USDA	U.S. Department of Agriculture

USFOR-A	United States Forces-Afghanistan
USG	U.S. government
USIP	United States Institute of Peace
WOG	Whole of government

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