

Peace



Stability

Journal

VOLUME 5, ISSUE 4

JULY 2015



Special Edition  
2015 Peace and Stability Operations Training  
and Education Workshop



Preparing Leaders to Thrive in a Complex World



# Table of Contents



2015 PSOTEW, The Peace and Stability Operations Training and Education Workshop Background **2**



Workgroup 1: Developing a Civilian-Military Relations Course **15**



Workgroup 2: Determining True Demand Signal for Non-Lethal Capabilities **19**



Workgroup 3: Confronting Illicit Power through Enhanced Professional Military Education **21**



Workgroup 4: Facilitating Cross-Sector Support to Economic Stabilization in Post-Conflict and Fragile States **24**



Workgroup 5: Findings from the Transitional Public Working Group **27**



Workgroup 6: Develop PME For Non-Civil Affairs (CA) Officers On "Military Support To Governance" **30**



Workgroup 7: Strengthening Security Force Assistance Joint Force Management Processes and Procedures **32**

**1** Director's Corner

**7** Intern's Corner

**10** News

**14** Events

[brings you back to this page](#)





# Director's Corner



[Click here to view ►](#)





# PSOTEW 2015

## Peace & Stability Operations Training and Education Workshop



JCISFA

Joint Center for International  
Security Force Assistance



The Peace and Stability Operations Training and Education Workshop (PSOTEW) brings together trainers, practitioners, planners, and educators from U.S. and international governmental and military organizations, non-governmental organizations, peace and stability training centers, and academic institutions. The PSOTEW provides an opportunity for a community-wide review of training and education efforts in the milieu of stability and peace operations. The goal of the PSOTEW is to identify those training and education programs requiring adaptation or development to meet the challenges of an ever changing and complex future operational environment. The goals of this workshop are:

- To provide a forum that addresses the equities of the community of practice and its activities;
- To foster collaboration between the joint professional military education and academic communities;

- To link community initiatives toward development of integrated Unity of Effort programs; and
- To share current challenges and best practices toward improving civilian and military teaming efforts in Peace and Stability Operations, and provide recommendations for initiatives over the next year.

#### Background:

During the last eight years, the (PSOTEW) has provided a forum in which educators and trainers can dialogue on essential content, methods and practices in the areas of conflict response/prevention and peacebuilding programs. The PSOTEW has afforded educators, trainers and practitioners with a platform to collaborate on the development and presentation of integrated, cross-organizational curricula and programs that advance leader development, education, and training across the community of interest. Building upon the previous year's discussions on

PSOTEW Day 1, PKSOI Interns working the registration table at NDU



partnering methodologies and novel approaches to training, education, and engaging in peace keeping and peace support operations, this year's workshop will focus on preparing leaders to thrive in a complex world through the development of effective partnerships across organizations involved in stability and peace support operations.

### **PSOTEW Objectives:**

The discussions across seven work groups were directed toward providing insights, assessments, and recommendations on education, training, and leader development challenges within the community of practice. Work shop members will continue collaborative projects identified during the work groups, and evolve those concepts for presentation, validation and potential further collaboration at the subsequent PSOTEW. Each work group presented their findings at the work shop outbriefs, which included a collaborative vision for the coming year.

### **Concept:**

The work shop is designed to build and maintain partnerships and relationships that lead to collective success in developing essential leader education and organizational training programs. The knowledge that underlies the skills and abilities to build, maintain and develop effective partnership activities requires constant improvement to meet the ever changing environment. The PSOTEW:

- Develops programs that support effective, durable and flexible relationships meeting the needs of the Department of Defense and the US Government, while enhancing the current curriculum and efforts in education, training and leader development (ET&LD) across the community of practice to reflexively address the changing competency requirements;
- Identifies cross-cutting ET&LD challenges, and proposes options for leveraging mutual efforts, integrating

**The PKSOI Director COL Dan Pinnell provides day one opening remarks and introduces the keynote speaker Anne A. Witkowsky Deputy Assistant Secretary of Defense for Stability and Humanitarian Affairs**



emerging practices and technologies within the current resource-constrained environments.

The Workshop was broken into seven concurrent work groups (WG) sponsored by the PSOTEW stakeholders. Work shop participants were asked to select their top three work group choices, then the groups were cross leveled to ensure a dispersion of relevant operational experience throughout all work groups. The following are descriptions for each of the work groups:

**WG 1: Developing a Civ-Mil Relations Course** sponsored by the U.S. Institute for Peace (USIP). The purpose of the WG was to frame a Civ-Mil Relations course built on needs and challenges identified by policy, strategy experts and practitioners, which are not addressed in other courses. Many existing efforts appear fragmented and limited to specific organization members. The new course will bring together essential concepts, practices, people and

experiences in order to improve civilian and military efforts in a shared space. The Course will be finalized and offered by USIP. Deliverables will include an outline / table of contents for new Civ-Mil Relations Course, and an inventory of on-going civ-mil education and training programs.

**WG 2: Determining "True" Demand Signal for Non-Lethal Capabilities** sponsored by the Joint Non-lethal Weapons Directorate. Despite non-lethal weapons (NLW) relevance in contemporary operations, interest by combatant commanders (IPLs) and NATO (studies/exercises), and maturation of promising technologies, DoD continues to be challenged in fully integrating NLW into operations plans. The GW validated the NLW demand signal, enhancing senior leader advocacy and NLW integration. Deliverables will include a greater awareness throughout the community of NLW utility and availability, as well as a tool to best determine NLW demand signal and its target audience.

**Left: Day 1 guest speaker Frank C. DiGiovanni serves as the Director, Force Readiness and Training in the Office of the Deputy Assistant Secretary of Defense (Readiness) and right, day 2 guest speaker Erin Elizabeth McKee serves as the Senior Deputy Assistant to the Administrator for the Human Capital and Talent Management Office (HCTM) at the United States Agency for International Development**



**WG 3: Transforming Ideas into Operations** was sponsored by the Minerva Project on Operationalizing Social Science Research for Defense Users. The WG introduced the initiative to a wide range of Defense stakeholders in the peacekeeping and stability operations community. Through the Ideas to Operations roundtable discussions, solicit the WG's input on how to increase the utility of the research to enable professional military education institutions to leverage more social science research in their programs. The deliverables were a roadmap of the DoD processes and stakeholders for integrating social science innovation into the peacekeeping and stability operations training and educations community. Through a Lessons learned construct for high quality, emerging social science research, the WG identified key challenges, barriers, and impediments to the rapid integration of social science research, innovation, and insights into programs.

**WG 4: Facilitating Cross-Sector Support to Economic Stabilization in Post-Conflict and Fragile States** was sponsored by PKSOI. The WG discussed how to best facilitate cross-sector (government, non-government/humanitarian, business, and civil society) support for economic stabilization in post-conflict and fragile states, while achieving "unity of understanding and purpose" among participants. The WG leveraged best practices and historical examples of successful cross-sector economic stabilization collaborations to determine appropriate roles, missions, organizational structures and processes. The WG deliverable is a DRAFT Table of Contents for an update to Unified Action (Commander's) Handbook for Military Support to Economic Stabilization.

**WG 5: Transitional Public Security/Transitional Security Sector Assistance** sponsored by PKSOI. The WG conducted a comprehensive review of the Unified Action (Commander's) Handbook for Rule of Law (RoL). The handbook review was intended to identify knowledge, skills, and attributes for Transitional Public Security (TPS), to define specific training guidance, and to inform the development of a TPS Program of Instruction (POI) Assessment Model. The deliverables are a refined draft RoL handbook and POI assessment model, as well as a way ahead for evaluation of all related POIs.

**WG 6: Leadership and Education: Develop Professional Military Education for Non-Civil Affairs (CA) Officers on Military Support to Governance** sponsored by PKSOI. The WG discussed the necessity for a POI Assessment Model for a non-CA officers on Military Support to Governance, and addressed the appropriate level for the instruction. The deliverable is a proposed recommendation for a non-CA officers' POI on military support to governance.

**WG7: - Strengthening Security Force Assistance Joint Force Management Processes and Procedures** sponsored by the Joint Center for International Security Force Assistance. The WG will refine the analysis to frame the root problems and historical context of re-establishing training for effective Host nation partnering and advising through Foreign Internal Defense and Security Force Assistance operations to develop the accountability and legitimacy of host-nation forces. The WG deliverables were to capture insights and best practices related to joint force management of Security Force Assistance Units, Teams, and Joint Individual Augmentees, while also to assess resourcing and doctrinal implications for resolving these issues.

PSOTEW Workshop administrator PKSOI's Mr. John Winegardner presents a small gift as a token of appreciation to DASD Ms. Anne Witkowsky







# Interns Corner



Zachary Abbott

Dickinson College

Project: United Nations Situation Assessment as part of the PORE/PAT/PEASNIK running estimate project initiated the spring 2015.



Daniel Avedesian

Penn State Univ.

Project: Support CSLD with researching Border Security.



Nikki Betzler

Bethel University

Project: Working in support of the International Forum for the Challenges of Peace Operations on the Strategic Communications project.



Andrew Boynton

Penn State Univ.

Project: Working for the Department of National Security and Strategy formulating a class directive on the theory of war and strategy.



Simon Ciccarillo

Dickinson College

Project: Assisted with the development of the National Security Policy and Strategy course, also writing an article on U.S.-Russian relations and preparing a lecture to give to War College students and faculty on his year as an exchange student at a Russian Univ.



Paul Copley

Virginia Military Institute

Project: The Running Estimate is an automated peace operations information system that provides current assessments of the United Nations, selected peacekeeping missions, and United States support to the United Nations.



Simon Jean Francois

Penn State Univ.

Project: Research current literature on the use of cross-sector collaboration in the economic and community development of post-conflict, fragile, and/or developing states.



Abby Garfinkle

Dickinson College

Project: Assisted the Regional studies Program Director analyze the course directives for the 7 Regional Studies Courses by identifying commonalities across the courses and highlighting areas for improvement.



Edward Garibay

Syracuse University

Project: Assist in designing the National Security Policy and Theory of War courses. Assist in researching for Dr. Kan's upcoming book, Drug Trafficking and International Security.

intro

discuss

skills

research

cooperation

leadership

analyze

future

Best

scholarship

Team

find

briefing

differentiate

strategy

lessons learned

document

identify

edit



# Interns Corner



Jane Haseman  
Columbia University

Project: Research Analyst for Peace Keeping and Foreign Humanitarian Assistance (FHA).



James Higgins  
Dickinson College

Project: Research articles and presentations in support of DoD and other organizations, as well as research on evolving situation regarding transnational organized crime, gangs and related actors in Mexico and Central America.



Elias Howard  
Dickinson College

Project: Conduct a survey of historic transitions from military to legitimate government; identify triggers, key elements, and thresholds. Identify lessons to be applied in future transitions.



Brevin Irving  
USMA, West Point

Project: Conduct case study development on Joint Force support to stability efforts in Liberia for use in JPME support of PKSOI's proponent efforts.



Chun Jiang  
Norwich University

Project: Develop a stability operations response framework, that should bring together multiple US agencies to respond to events that will require the USG to accomplish tasks to restore/establish stability.



William Kemp  
Norwich University

Project: MINUSMA Situation Assessment as part of the PORE/PAT/PEASNIK running estimate project. The running estimate is an automated peace operations information system that provides current assessments of the United Nations,



Teresa Kennedy  
U.S. Naval Academy

Project: Conduct case study development on Joint Force design and planning for participation in the NATO Kosovo intervention for use in JPME support of PKSOI's proponent efforts.



Robert Kumpf  
Norwich University

Project: Conduct case study development (one per for Somalia, Kosovo, Haiti Earthquake, E Timor, and Ebola Spt) for use in JPME support of PKSOI's proponent efforts.



Noah Lingwall  
Penn State Univ.

Project: Evaluate the U.S. strategic rebalance toward the Asia Pacific. Additionally, research the U.S. - China power transition in the second stage.

discuss

skills

research

cooperation

leadership

analyze

data

Scholarship

understand

document

Team

find

briefing

differentiate

strategy

lessons learned

edit



# Interns Corner



Jonathan McMullin

Pittsburgh Univ.

Project: United Nations Situation Assessment as part of the PORE/PAT/PEASNIK running estimate project initiated the spring 2015.



Haley Ream

Shippensburg University

Project: Conduct a survey of what Interagency assessments are currently being used by major agencies. Develop a framework to bring together the different assessment inputs.



Samuel Robb

Princeton Univ. ROTC

Project: Researching and developing the education files for Joint Professional Military Education case studies.



Devon Shirk

University of Connecticut

Project: Conduct an analysis of the Stability Operations Lessons Learned Information Management System (SOLLIMS).



Tyler Simmons

Penn State Univ.

Project: Develop a stability operations response framework, that should bring together multiple US agencies to respond to events that will require the USG to accomplish tasks to restore/establish stability.



Walter Stankiewicz

Ohio State Univ.

Project: Working in support of the International Forum for the Challenges of Peace Operations on the Strategic Communications project.



William Stevens

Syracuse Univ. College of Law

Project: Research Rule of Law



Landen Taflinger

Dickinson College

Project: Research Analysis on the topic of Border Security.



Curtis Valencia

USMA, West Point

Project: Focus on the development of right to protect and other international laws, norms, and mechanisms for the protection of human rights over the last century.



Mary Yuengert

Boston College

Project: Research Analyst for Peace Keeping and Foreign Humanitarian Assistance (FHA).

discuss

skills

research

Walter Stankiewicz

Ohio State Univ.

Project: Working in support of the International Forum for the Challenges of Peace Operations on the Strategic Communications project.

Syracuse Univ. College of Law

Project: Research Rule of Law

analyze

future

Best practice

Scholarship

understand

document

Curtis Valencia

USMA, West Point

Project: Focus on the development of right to protect and other international laws, norms, and mechanisms for the protection of human rights over the last century.

edit



Mary Yuengert

Boston College

Project: Research Analyst for Peace Keeping and Foreign Humanitarian Assistance (FHA).



# News



## U.S. Army Africa exercise 2015 Central Accord, Gabon



LTC Anna Haberzettl at the 2015 exercise Central Accord in Gabon provides instruction on UN functions to multinational peacekeepers from several African nations.

PKSOI's Dr. Karen Finkenbinder at the Chinese Peacekeeping Center in Beijing China as part of a U.S. DoD peacekeeping delegation to conduct a substantive exchange on peacekeeping topics with the PRC Military. Dr. Finkenbinder provided expertise on UN Peacekeeping operations and policing.



## UN Military Unit Manual (UNMUM) project



26-28 Jun 2015, LTC (GS) Jurgen Prandtner participated in the 1st regional seminar about the UN Military Unit Manual (UNMUM) project. UN DPKO (hosted by the German UN Peace Training Center), briefed representatives from 13 countries and NATO on the UNMUM project. Navy Captain Herve Auffret, UN DPKO, OMA, Chief of Doctrine, presented the doctrinal umbrella, introduced all 11 manuals and outlined the way ahead. In addition, the German UN Peace Training Center provided a dynamic display on training of UN SOF (hosted by German armed Forces Special Forces Training Center). PKSOI will update you on the development of training modules as soon as they are published by the UN.



## **International Lessons Learned Conference Tartu, Estonia, 1-4 June 2015**

David Mosinski, PKSOI Lessons Learned analyst, participated in the 9th International Lessons Learned Conference in Tartu, Estonia, 1-4 June 2015. During this conference, hosted by the Baltic Defence College, representatives from 20 countries and 50+ organizations provided lessons learned, insights, and collaboration opportunities covering three primary themes: "Leadership, Strategic Communication, and Crisis Management." Over 20 briefings were presented and discussed, all of which are available at [www.baltdefcol.org/illc2015/?page\\_id=226](http://www.baltdefcol.org/illc2015/?page_id=226). Overall, this conference brought to the fore the criticality of Senior Leadership's involvement in Lessons Learned programs, as well as the importance of transferring Lessons Learned from knowledge/data bases into practice (e.g., DOTMLPFP, planning cycles, interoperability improvements, etc.). This conference allowed PKSOI to network with numerous Lessons Learned practitioners and to discuss/offer SOLLIMS as a sharing tool, which was well received. At the conclusion of the conference, the New Zealand Defence Force announced that it intends to host the next (10th) International Lessons Learned Conference in March 2017.

## **Baltic Defence College**





# News

## Khan Quest, Mongolia

From 6 June through 2 July Dr. Karen Finkenbinder served as a civilian police advisor for Khan Quest, a USARPAC led international exercise focused on a multi-national peacekeeping exercise designed to enhance international interoperability, develop peace keeping capabilities, built mil-to-mil relationships and enhance military readiness.



## EIPKTC, Addis Ababa, Ethiopia

From 6-29 June PKSOI's Japanese staff officer LTC Col Norihisa Urakami observed and provided classroom support for the Conflict Management Course at the Ethiopian Peacekeeping Training Centre (EIPKTC), Addis Ababa, Ethiopia. LTC Urakami provided subject matter expertise in conflict management in peacekeeping operations and advised and made recommendations to the Training Centre management and staff.



## NATO Workshop, Brussels, Belgium

30 April 2015, LTC (GS) Jurgen Prandtner participated at a NATO Workshop "Children and Armed Conflict" (Brussels, Belgium) In Jan 2015, NATO HQ established a Protection of Civilians section in Ops Division. Ms. Lore Alemanno-Testa, head of section, invited stakeholders on POC to map information, policy and doctrine papers. The first workshop was on "Children and Armed Conflict", related to the NATO summits in Chicago (2012) and Wales (2014), where NATO announced special emphasis on development of Protection of Children, according to UNSCR 1612.





# Events

**AUSA hosted event titled: The Future of Stability Operations**

**When: September 17th, 2015 at 1230**

**Where: AUSA Head Quarters, Arlington, VA**

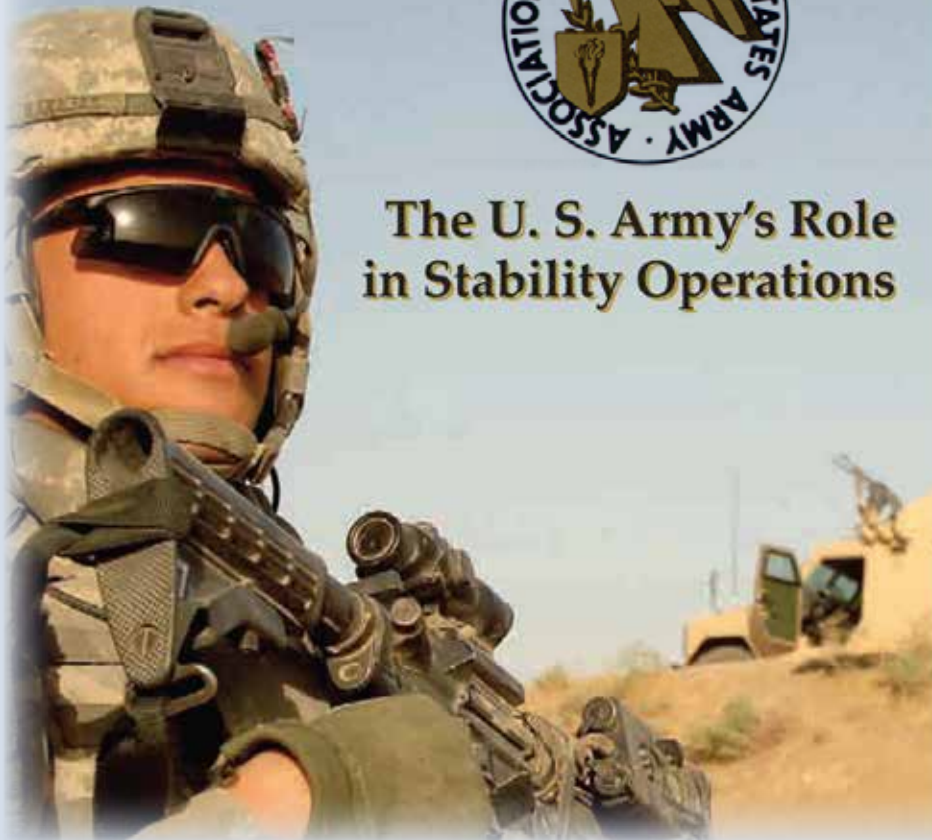
**Keynote, Needs for Stability Operations Capability by LTG Terry Wolf**



**Torchbearer  
National Security Report**



**The U. S. Army's Role  
in Stability Operations**







# PSOTEW Work Group 1



## Developing a Civilian-Military Relations Course

*by USIP's Kelly Mader, Elizabeth Teoman and Dexter Thompson-Pomeroy*



During the 2015 PSOTTEW, the United States Institute of Peace (USIP) facilitated a discussion aimed at developing a new course on civilian and military relations. The new course will focus on developing the knowledge and skills necessary for mid-level practitioners in the U.S. Government (USG), the Non-Governmental Organization/International Organization (NGO/IO), and multi-national communities to work more effectively with each other and with host country actors. For more than a decade, civilian and military actors have been operating in shared spaces and at every stage in the life cycle of conflict. The results have been mixed. This interaction is only likely to increase, and underscores the importance of common understanding, effective communication, and where practicable and desirable, collaboration - all for the purpose of operating most effectively in shared spaces.

## Methodology

Throughout USIP's extensive work on civ-mil relations, anecdotal evidence has continually arisen of a need for better understanding and coordination. As a result, an effort was made to better clarify the actual need through an ongoing USIP needs assessment, and a market analysis of existing civ-mil courses to ensure that any USIP course not duplicate efforts, but rather fill the remaining gaps in knowledge and training.

Since fall 2014, USIP's Academy for International Conflict Management and Peacebuilding has been conducting a comprehensive needs assessment to discern what current knowledge and skill sets are necessary for work in the field. With over 130 surveys and 60 interviews to date, the majority of respondents referenced the improvement of interagency and interorganizational coordination, communication and relations as a critical need for professionals in the field.

These responses reinforced the anecdotal evidence, highlighting a need for additional education. USIP conducted a market analysis to survey existing courses available for practitioners. Data collection consisted of open-source and unclassified information primarily from websites, course catalogues, as well as informational interviews. In reviewing the landscape, researchers at USIP looked at over 80 courses held at 16 different institutions including civilian government agencies, international organizations, military institutions, and NGOs. Efforts to collect information on relevant courses and training materials will continue.

A majority of courses surveyed (55%) were only available to internal audiences (for example, a State Department course available only to State Department employees). Although the remaining 45% of courses surveyed were technically available

to external students, only one organization (the UN Office for the Coordination of Humanitarian Affairs) explicitly seeks to ensure a balanced roster from both civilian and military entities. In terms of content, approximately half of all courses surveyed were introductory courses aimed primarily at either entry-level professionals or practitioners unfamiliar with civ-mil issues. From these findings, USIP concluded that although many courses that include civ-mil issues exist, the majority are geared toward an internal audience, and are focused primarily on bilateral technical issues of interaction with other organizations.

The final stage in preparing for the PSOTTEW was bringing together the right mix of participants for the workgroup in order to foster a deeper, more advanced conversation of civ-mil interactions and interoperability. Participants from the State Department, USAID, Department of Defense, as well as several NGOs and a few internationals discussed common challenges and gaps and helped frame how a course might address them through the workgroup discussions on content and delivery methods.

## Why This Course?

The course will be designed for a mixed audience, from across the USG, NGO/IO community, and a variety of multi-national actors, similar to the diversity of the working group itself. The learning environment created by such a varied audience allows the course participants to learn from the perspectives and experiences of others and provides space to actively discuss differences in cultures, goals, and timelines in a realistic and constructive manner.

As indicated by the market analysis, many courses exist that cover civ-mil topics from an introductory standpoint; therefore, USIP's course will be designed for mid-level practitioners who already possess this basic knowledge. The course content will be designed to identify and examine opportunities and obstacles to better working relations among civilian and military actors so that they may be more effective in complex environments. It will also provide practical skills to help practitioners translate better understanding and analysis into more effective engagement with multiple actors.

**Course Context** - The PSOTTEW workgroup discussions on course content focused primarily on how civilian and military personnel relate to each other within the complex shared operational environment through the interplay of multiple actors, effective communication, and adaptive leadership skills.

## Environment

The issue of the operational environment repeatedly cropped up in workgroup discussions, particularly as it related to cov-

erage in the course. Conflict, like civ-mil relations, occurs on a spectrum, and different stages call for different types of engagements. The group considered types of environments (both permissive and non-permissive) as well as the stages of conflict, from prevention through conflict transformation. While participants in our facilitated discussion agreed that civilian and military actors must know how to cooperate within a variety of configurations to include both permissive and non-permissive environments, some discussion noted that the most challenging aspect of civ-mil interaction occurs during crisis situations. Concerned that a focus on crisis situations would be interpreted solely as a focus on post conflict reconstruction environments akin to Iraq and Afghanistan, several participants emphasized that crisis environments exist in a broader context. It was also pointed out that although current crisis environments do not necessarily involve USG personnel to the extent seen in Iraq and Afghanistan, there is still a significant component of civ-mil interaction occurring.

This conversation paralleled the consideration of whether the environment in the course should focus solely on post-conflict environments as opposed to the full spectrum of conflict. The

primary considerations here were a concern for the time it would take to cover all stages and the level of depth that would be desired in the conversation since the large scope of the environment mandates varying levels of situational awareness for effective operation. Other participants in our discussion emphasized that civ-mil actors should train to operate in all types of environments.

### **Whole of Community and Actors**

Perhaps the most commonly referenced issue during discussions was the need to develop a deep understanding of the key actors operating in a shared space, and to develop strategies to work more effectively where actor alignments are fluid. While it is crucial to understand the basics of who the actors are and what drives them, this information already exists in many courses. Participants highlighted the need for a deeper understanding of institutional cultures that goes beyond simply viewing them as problems to be solved and moves toward a more nuanced appreciation of the goals, capacities, and needs of each institution. A realistic discussion of the impact of institutional obstacles to coordination must also take place for effective coordina-



tion to occur. However constraining the environment may be, the aforementioned understanding will inform how and with whom actors can and should interact.

There was also an expressed concern that much of the progress in terms of relationships, knowledge and interorganizational cultural understanding built during operations conducted in Iraq and Afghanistan was never institutionalized. Having assumed that operations of that kind are unlikely to occur in the near future, several participants feared that organizations would focus less on effective coordination as a priority, causing any progress made to eventually erode. With this, participants noted the importance of developing sustainable knowledge management mechanisms in order to preserve and strengthen these ties.

## Communication

Another area that garnered general agreement was the necessity of effective communication in a shared space. PSOTEW participants noted the importance of identifying impediments to effective communication and developing practical ways to overcome them. For example, various lexicons used by different organizations create gaps in understanding. Certain phrases in common usage throughout the military such as “unity of effort” have a negative connotation to other actors. The challenge of different lexicons is not distinct to civilian and military entities. Rather they complicate understanding across the whole spectrum of actors operating in shared spaces.

## Leadership and Management

Certain leadership qualities are essential to operating more effectively in an uncertain environment. Practitioners are not only constrained by other actors in the environment, but also by intra-agency operations. Sometimes organizations cannot legally participate in certain activities. Lack of knowledge about these restrictions can lead to tensions that poison personal relations. The effective use of resources is rooted in a familiarity with other actor’s roles, authorities, finances, and capabilities in order to maximize efforts. In terms of helpful skillsets, building a consensus and managing effective partnerships are critical qualities for effective practitioners. Not only should they possess negotiation, mediation, and facilitation skills, but also the awareness to assess, reassess, and adjust the implementation of these skills depending on the situation.

## Audience

As previously mentioned, the learner-centric course should target mid-level practitioners with an ideal audience including

representatives from all relevant institutions and organizations. Participants in the discussion anecdotally reported that middle management is often ignored in civ-mil relations training, whereas many courses are offered for senior mission leaders and entry-level professionals. A USIP civ-mil relations course with a mid-level, cross-sector focus would address a category of actors not previously targeted in most civ-mil courses.

## Format

Given the audience, participants grappled with a variety of formats for the course. Some argued for an online course citing the proclivity of current practitioners to utilize technology in many interactions, especially when coordinating efforts across continents. Another benefit of an online course is the flexibility it provides to the learner on when to engage and from where they can engage. The challenge in any online course is providing a realistic forum in which to practice skills-based learning. Several participants felt that in-person engagement is crucial to facilitate learning through class discussions and provide course instructors the opportunity to assess the learning as they are teaching through direct observation of the students and their interactions. Others recommended a combination of online and in-person instruction, with the online component to serve as an introductory basis for an in-person course. Regardless of format, the importance of learning experientially was highlighted continually with emphasis on maximizing the use of simulations and case studies, providing participants the opportunity to apply knowledge and for instructors to assess learning.

## Looking Forward

Following the feedback and recommendations made during the PSOTEW discussion, USIP has transitioned to a more structured content development phase. As a collaborative process, the course design that began in the PSOTEW workgroup will continue to involve the communities of interest going forward. Ultimately, USIP aims to pilot a civ-mil relations course in the fall of 2015. For further engagement to share comments or thoughts please contact Kelly Mader at [kmader@usip.org](mailto:kmader@usip.org).





# PSOTEW Work Group 2



## Determining True Demand Signal for Non-Lethal Capabilities

by Susan LeVine and Col (Ret.) John Aho, JNLWD



## Joint Non-Lethal Weapons Program



The Joint Non-Lethal Weapons Directorate (JNLWD) represented the DoD Non-Lethal Weapons (NLW) Program's communities of interest (COI) in its inaugural participation in the Peace and Stability Operations Training and Education Workshop (PSOTEW) at National Defense University (April 14-16). Established in 1996, the DoD NLW Program seeks fully integrated non-lethal competencies within each Service to complement lethal effects, enhance the Joint Force's adaptability, and support strategic objectives that include minimizing civilian casualties. The JNLWD's participation in the workshop was intended to inform PSOTEW COI on NLW utility, relevance, and availability for peacekeeping and stability operations; to help the JNLWD better understand non-lethal demand signal across DoD and among USG, allies/partners and NGOs; and to build collaborative relationships between JNLWD and PSOTEW COI.

During the PSOTEW plenary session, Col Michael Coolican (JNLWD Director) briefed attendees on DoD's NLW program, its linkage to peacekeeping and stability operations, currently available capabilities, and future technologies under development.

Susan LeVine, the JNLWD's Principal Deputy for Policy and Strategy, led PSOTEW Work Group #2, "*Determining True Demand Signal for Non-Lethal Capabilities.*" This work group kicked-off by providing members with an in-depth look at the DoD NLW program and its various initiatives – to include NATO NLW studies, military assessments and exercise facilitated by the JNLWD. Work group members were also provided with a static display and presentation of selected NL capabilities and munitions by the JNLWD's Capabilities Officer, Capt John Stephenson.

Although the work group mix did not allow JNLWD personnel to fully explore NLW demand signal as originally intended – a productive collaboration session was conducted in which work group attendees injected their thoughts and recommendations to address continuing program challenges. Noteworthy were the collaboration efforts provided by Mr. Nate Meehan, (Naval Research Lab), Ms. Sarah Williamson (Protect the People), Dr. Daniel Gouré (Lexington Institute) and Mr. Bob Kozloski (Office of DUSN /Management) on an array of pragmatic recommendations to leverage current PKSOI initiatives to increase senior-leader understanding of and advocacy for NLW, and facilitate greater NLW integration across DOTMLPF-P. These recommendations specifically focused on teaming with appropriate PKSOI staff elements to pursue appropriate NLW inclusion within:

- The next revision of Joint Publication 3.07 (Stability Operations)
- The Protection of Civilians ATP Manual
- The Unified Action Commander's Handbooks as Stab Ops Sector "Tactics, Techniques, and Procedures" manuals.
- The Joint Planner Course Program of Instruction (POI) assessment and improvement vis a vis PSO.
- Stability operations case studies
- OUSD/Policy-led discussions for potential revisions to DoD Directive Policy 3000.05 (Stability Operations)

Work Group members also recommended the exploration of a future OSD issuance (i.e., Directive-type Memorandum) to emphasize across the Department the importance of Joint/Service NLW training and equipping for Stability Ops. This issuance would align with combat command NLW emphasis efforts that include a recent USSOUTHCOM NLW Policy memo issuance and USCENTCOM publishing of mandated escalation of force training and reporting requirements for inbound forces. The JNLWD appreciated its inclusion in the PSOTEW, and looks forward to greater interaction with PKSOI and its COI to better support the wide-ranging requirements of Phase IV and V operators.

For those with interest/inquiries on the DoD Non-lethal Weapons program please visit <http://jnlwp.defense.gov/> or reach out to Ms. Kelley Hughes, JNLWD Public Affairs Officer at [kelley.hughes@usmc.mil](mailto:kelley.hughes@usmc.mil).



# PSOTEW

## Work Group 3



**Minerva Working Group Scopes Out How the Joint Force Can Better Confront Illicit Power through Enhanced Professional Military Education**

*by Col. (ret.) Christopher Holshek*



The PSOTEW's third working group, Transforming Ideas into Operations: The Minerva Project on Operationalizing Social Science Research for Defense Users, tackled the issue of confronting what may be the Joint Force's most nettlesome challenge for years to come.

Due to an increasingly complex security environment, this situation presents DoD and the Joint Force a need for greater understanding of the social, cultural, behavioral, and political forces that drive conflict and influence stability. The Center for Complex Operations (CCO), on behalf of the U.S. Department of Defense Minerva Grants Initiative is looking to identify, develop, and map pathways that most effectively convey social science research insights to Joint and Service professional military education (PME) and leader development. Through a book and a related project, it is looking to address an often misunderstood and misdiagnosed catalyst of de-stabilization: illicit power structures.

The results will be published as a book titled, Impunity: Countering Illicit Structures in War and Transition, co-edited by Michael Miklaucic, Director of Research and PRISM Editor

at the NDU-CCO, who is also the Minerva project leader, and Michelle Hughes, who is the Senior Analyst for the project. The theory of the book is that international interventions are directly undermined by the presence of criminal networks, militias, and other illicit groups that enrich themselves through trafficking, exploitation of national resources, and the capture of state institutions. These groups perpetuate underlying drivers of conflict and a culture of impunity. Ultimately, their presence and power precludes achievement of our national security objectives. Experience has shown that unless we recognize and address this complex threat as part of our collective response to conflict and instability, prospects for sustainable peace and conflict resolution are significantly diminished.

The Minerva Initiative is a DoD-sponsored, university-based social science research initiative launched by the Secretary of Defense in 2008 focusing on areas of strategic importance to U.S. national security policy. The goal of the Minerva Initiative is to improve DoD's basic understanding of the social, cultural, behavioral, and political forces that shape regions of the world of strategic importance to the U.S.





The NDU project team – comprised of Hughes, David Gordon as Senior Concept & Courseware Developer and Christopher Holshek as Senior Project Development Assistant – is tasked with reviewing the processes, means and methods for incorporating social science research to address this imperative into leader development, in collaboration with DoD stakeholders, and outside educators, researchers, and policy makers.

The project will then identify, develop, and map these pathways as well as offer plug-and-play modular courseware, based on Impunity. A follow-up to the Convergence book presented at the PSOTEW, Impunity is designed to serve as a basis for education and leader development based on case studies taken from recent interventions such as Iraq and Afghanistan, and lesser known examples from Sierra Leone, the Philippines, Liberia and Haiti, among others. The book also introduces its readers to a range of tools, processes, and methods for dealing with the problem of illicit power in an international setting.

As part of that process until the end of September, in cooperation with PKSOI and many other partner and stakeholder organizations, the team has been conducting interviews and expert consultation meetings, for which the PSOTEW Working Group 3 has served as the first. The workshop:

- Introduced the Minerva Initiative and Impunity-based project to partners and stakeholders to improve partner/stakeholder understanding;
- Co-identified challenges and best practices in DoD bureaucratic programs and processes for integration of social science innovations for PME for countering illicit power;
- Co-identified challenges and best practices in rapid development of quality and relevant courseware that leverages social science innovations for PME for countering illicit power;
- Gathered stakeholder as well as partner recommendations on both policy and doctrine to improve PME operational effectiveness with reference to this project; and
- Determined the scope and objectives for second expert consultation.

Thanks to the active engagement and intense discussion among over 20 participants among PME institutions and the many and valued partners and stakeholders outside of DoD, the second largest of the PSOTEW working groups was able to generate many outputs, among them:

- First and most importantly, they were able to validate the requirement as well as the approaches of both the Minerva-funded project to help PME institutions leverage social science research and innovations into curriculum designed to help leaders combat illicit structures, as well as the Impunity book as a courseware source in support of that effort.
- Second, they established a nascent community of interest and practice in this endeavor. The quality of substantive inputs and advice given was impressive – in particular: the idea of using many entry points to socialize social science approaches in the PME; persistently engaging institutions and partners with a clear and consistent message; and, developing and distributing adaptable, modular plug-and-play courseware.
- Third, they identified a clear way ahead to focus on “operational approach” or design methodology that helps bridge the gaps to operationalize the methods and the material.

The third outcome in particular teed up the second expert consultation meeting on the 16th of June at NDU, and consisted of many of the same group members from the PSOTEW meeting. This meeting reviewed the courseware developed by David Gordon and shaped the recommendations the project will provide the Office of the Secretary of Defense on the Minerva Initiative in its final report.

Early confidence in the project is reflected in the willingness of numerous institutions of military learning and leadership – including the National Defense University, the Joint Forces Staff College, the Air University, Naval War College, Naval Postgraduate School, the U.S. Army Command and General Staff College, and the U.S. Army Special Warfare Center & School – to consider working some of the Impunity-based courseware into their curricula as early as the upcoming academic/fiscal year.

Single or bulk copies of Impunity can be ordered by emailing [impunity@ndu.edu](mailto:impunity@ndu.edu). For more on the Minerva-Impunity project, as well as to download the courseware, which will be posted no later than September, go to: <http://cco.dodlive.mil/minerva-project/>.





# PSOTEW Work Group 4

**Facilitating Cross-Sector Support to Economic  
Stabilization in Post-Conflict and Fragile States**

*by PKSOI's Professor Rick Coplen*



*“Seek not merely the eloquence of words. Seek the eloquence of ideas.”*

Esteban Garcia

Workgroup 4 members completely covered all four walls of a Lincoln Hall classroom at the National Defense University with their great ideas during the 2015 Peace and Stability Operations Training and Education Workshop (PSOTEW), April 14-16, 2015. These ideas significantly advanced our thinking on the workgroup theme, “Facilitating Cross-Sector Support to Economic Stabilization in Post-Conflict and Fragile States.” Our challenge now is to transform these ideas into action, specifically in the form of viable frameworks used by strategic leaders to inform their analysis, decision-making, and facilitation of cross-sector collaborations.

Many thanks to all who enabled the success of Workgroup 4, starting with the group members themselves, my co-facilitator COL Melinda Mate, and PKSOI intern/scribe Katrina Gehman! Special thanks to PKSOI’s COL John Kolessar, Marcy Robey, John Winegardner, and Chris Browne for making the PSOTEW workshop run so smoothly.

Workgroup 4 included representatives of all sectors, including joint professional military education and civilian academic communities such as the Center for Complex Operations, Civil-Military Centre of Excellence, Princeton, Georgetown, George Mason, and Eastern Mennonite Universities, as well as private sector consultants, the U.S. Department of State, 350th Civil Affairs Command, 354th Civil Affairs Brigade, Global Witness, Protect the People, and others.

Workgroup 4 read-aheads are accessible at <http://pksoi.army.mil/conferences/psotew/readaheads.cfm> and include excellent products written by Transparency International, Princeton University’s Woodrow Wilson School graduate students, the U.S. Agency for International Development, U.S. Institute of Peace, the World Bank, and others. Presentations by Workgroup 4 members informed the facilitated discussions, including those of Rick Fernandez on “Partnering with Social Impact Actors to Wage Peace and Respond to Disasters” and Miki Noguchi on the “Cyclic Phases of Economic Development.”

The organizing question that Workgroup 4 focused upon was, “How to best facilitate cross-sector (government, non-government/humanitarian, business, and civil society) support for economic stabilization in post-conflict and fragile states.” This prompted detailed discussions of how to ...

- Identify appropriate strategic leader skill sets, mindsets, and approaches

- Achieve “unity of understanding, purpose, and action” amongst cross-sector participants
- Assess the climate for economic stabilization, including challenges and assets
- Assess the climate for cross-sector collaboration, including stakeholder analysis
- Determine appropriate roles, missions, organizational structures and collaborative processes
- Identify best practices and historical examples of successful relevant cross-sector collaborations
- Integrate these discussions into an update of the Unified Action Handbook series and other doctrinal/practitioner publications

The following summary merely scratches the surface of the many great ideas expressed by Workgroup 4 members. The discussion highlighted the need for strategic leaders who are “humble, empathetic, and personable operators and full spectrum communicators (strategic to tactical) with high emotional intelligence.” Working in the challenging cross-sector space, the mindset of these strategic leaders should be that of “collaboration facilitators, conveners, brokers, and enablers” rather than commanders who issue orders to a hierarchical organization.

Achieving unity of purpose and action amongst cross-sector participants in this arena requires a shared understanding of the climate for economic stabilization, including challenges and assets, and the climate for collaboration, including potential partner/stakeholder analysis. Understanding the climate for economic stabilization requires a cross-sectoral approach to gather, analyze, and share macro and micro economic, political, and societal information in the context of host nation and regional economic capacity building systems. These economic capacity building systems include human, infrastructure, money and banking, market economy, information creation and sharing, rule of law, and economic governance systems. For more information on this capacity building system model, please see, “Economic Security and Security Sector Reform” in the July 2012 issue of the PKSOI Online Journal: <https://www.joomag.com/magazine/peace-stability-operations-journal-online-volume-2-issue-4/0676060001428340116?page=21>

Understanding the climate for cross-sector collaboration requires a robust effort to comprehend and respect the goals, assets, interests/incentives, influence, negotiation strategies, and culture of potential partners and relevant stakeholders. Ideally, this analysis identifies the following across potential cross-sector partners: shared goals, complementary assets, common interests/incentives, complementary influence pathways, compatible negotiating strategies, and cultural congruence. Additionally, as Rick Fernandez persuasively suggested in his presentation to

Workgroup 4, a concentrated effort should be made to assess social impact actors and social enterprises as potential valued partners. Regrettably, we must also remain alert for spoilers to economic stabilization and cross-sector collaboration, especially official corruption, illicit economic actors, and criminal patronage networks.

The question of appropriate roles, missions, organizational structures and collaborative processes, especially regarding the participation of military forces, produced lively discussions. There was general consensus that the military should “do no harm” and consider what it should not do, but that there are viable roles for senior military leaders and their organizations, including facilitator, enabler, convener, and economic and social information gatherer. For example, the military can contribute significantly to a common economic and societal operating picture---observant soldiers walking through local marketplaces and amongst critical infrastructure can provide valuable insights. Related and omnipresent questions are the level of host nation economic capacities and the degree of security around economic centers of gravity. Accordingly, military security, transportation, and infrastructure reconstruction capabilities may also play key roles.

Capturing the entirety of Workgroup 4’s discussion of suggested best practices for facilitating successful cross-sector collaborations in this arena would require a book-length publication; however, some key themes follow. First, it is critical to un-

derstand civil - military differences, including time horizons, analytic and decision-making frameworks, perception of who/ what are the critical adversaries, planning practices, cyclic versus linear models, and strategic leadership mindsets and experiences. Next, appropriate host nation, regional, and international community stakeholders should be brought into the stability operations planning process from the beginning, including initial economic and societal information gathering efforts. Structure and processes should be designed to ensure the effective diffusion of collective understanding and lessons learned, enabling the cultivation of vibrant institutional memory amongst the participants. All of this helps promote a mindset of economic and infrastructure sustainability and accountability by participating stakeholders.

As the Joint Proponent for Peacekeeping and Stability Operations, PKSOI will continue to correspond with Workgroup 4 members and others as we turn these ideas into multiple products used by strategic leaders, including handbooks and doctrine, classroom instruction, interagency tabletop exercises, and others. One step in this direction was taken immediately after the PSOTEW when I shared key Workgroup 4 ideas with my U.S. Army War College resident and distance students taking the hybrid elective course, “Facilitating Collaboration: Economic and Infrastructure Development.” If you want to help turn these and your ideas into action, please email me at [richard.c.coplen2.civ@mail.mil](mailto:richard.c.coplen2.civ@mail.mil)





# PSOTEW Work Group 5

Findings from the Transitional Public Working Group

*by PKSOI's Scott Braderman*



The objective of the Transitional Public Security (TPS) working group was to conduct a comprehensive review of the Unified Action Commander's Handbook for Rule of Law (RoL) in support of Joint Review Oversight Council Memorandum (JROCOM) 172-13 Task 10. The handbook review will assist in the compilation of a Transitional Public Security/Transitional Security Sector Program of Instruction (POI) Assessment Model, fulfilling JROCOM Task 13. The TPS workgroup handbook review was intended to derive specific TPS Knowledge, Skills and Abilities (KSA), thus informing JROCOM Task 11.

The TPS workgroup attendees consisted of representatives from the Department of State, the Office of the Secretary of Defense for Stability and Humanitarian Affairs, the U.S. Army's Office of the Provost Marshall General, the Civil Military Advisory Group, The Institute for Military Support to Governance, National Defense University's Center for Complex Operations, and PKSOI.

PKSOI representatives updated and restructured the previous edition of the RoL handbook using the latest policy and doctrinal changes, as well as integrating the construct and ideology of the United States Institute for Peace's Guiding Principles and Measuring Progress in Conflict Environments (MPICE) manuals. Joint Publication 3-07 Stability Operations (revision first draft 2014) was one of the base doctrinal templates for the revised RoL handbook.

The workgroup members were split into groups, which reviewed two chapters of the Rule of Law handbook, and provided edits and comments in the chapters using track changes. After one hour, the groups switched to another set of chapters and reviewed the chapter contents and previous group's comments. All subsequent groups to review the chapters and comments were permitted to make additional changes, new comments, and address the previous group's comments, but not alter or delete any previous comments.

The predominate theme from the RoL Handbook review addressed the issue of not repeating current doctrine and handbooks in one topical manual, as much of the existing construct was inherently encapsulated in other manuals. The new JP 3-07, Rule of Law Handbook: A Practitioner's Guide for Judge Advocates, MPICE, the Guiding Principles and the existing handbook were sufficient to inform the Rule of Law practitioner. Thus, the recommendation was to create a series of handbooks which added to breadth of knowledge as an operational planning and implementation tool, which would be illustrated through case studies and futuristic scenarios for practical application. Therefore, one manual would address strategic design and planning, as this is often the most underem-

phasized aspect of mission failure in stability operations. The process of conducting an extensive Situation Assessment and Mission Analysis is paramount for successful strategic design and planning. Assessment tools must be designed to identify the root causes of conflict, and the case studies should be illustrative of the most effective methodologies for mitigating the root causes of conflict. The new handbook series should be written from a "bottom up" approach as the practitioners will be the primary implementers of conflict mitigating initiatives, as well as the most knowledgeable and best collection points for the root causes of conflict. Measuring progress is an essential component of the handbook series, as there is a multitude of assessment tools, but very few individuals who truly understand the process, or the exact components which should be measured during the assessment process. The workgroup spent time discerning the best case studies to encapsulate a comprehensive approach to stability operations. The historical case studies for potential inclusion in the handbook series were Haiti, Afghanistan, Bosnia, Georgia, Panama and the Philippines - case studies with varied circumstances and stability challenges.

The RoL handbook revision comments focused on the western slant of the material, which initiated a further discussion as to whether U.S. soldiers and officials were even a viable option to attempt to assess and reform a non-Common Law system. The general consensus presumed that even in a simple advise and assist mission, U.S. personnel would be able to encourage the incorporation of international human rights considerations, but would intermingle western "one authoritative body," "top down approach" to a legal construct, subjugating or disregarding Traditional and Religious law. A current omission from the handbook is an annex on authorities that must be incorporated into the U.S. operational plan and international mandates in order for DoD personnel to understand their limitations in supporting Rule of Law development. Due to the unfamiliarity with other legal constructs, the handbook should advocate the inclusion of law professors, think tanks and non-governmental institutions in the initial strategy planning and situational assessment phases. Case Studies accentuating Best and Worst Practices in military support to various stability functions (in this case Rule of Law) are not found in any other doctrinal or handbook guides, and could be designed to diminish western slants.

The *Way Ahead* is to propose a new operationalized format for the handbook series incorporating Case Studies and focusing on the planning, assessment and measuring progress aspects of Stability Operations, as these components do not exist in the current manual construct. The new handbook series will be communally written, adjudicated, approved and distributed through a wiki or hive technology for simultaneous product

development and revision. The new handbook series will be designed as interactive, instructional manuals while still retaining a nominal capability for hardcopy publication for those areas unable to access web-based materials. The instructional manuals will generate instructional materials for inclusion in courses. The TPS POI assessment model will require a comprehensive review of existing task lists to define the specific requirements for conducting a TPS mission.



Work Group 4 leader Dr. Karen Finkenbinder with assistant PKSOI intern and Norwich Academy cadet Daniel Lupacchino brief the way ahead.





# PSOTEW Work Group 6



**Develop Professional Military Education for Non-Civil Affairs (CA)  
Officers on "Military Support to Governance"**

*by PKSOI's COL Mark Haseman*





PSOTTEW Workgroup 6 was centered around Stability Ops Joint Requirements Oversight Council Memorandum (JROCM) Task #16: “Develop appropriate Professional Military Education (PME) on support to military governance to non-CA officers in the conventional force. Considerations include a three tier approach (primary, intermediate and senior level courses) using current military education venues (or in partnership with a civilian academic institution) that includes IA and NGO mission partner participation.” The ultimate goal of this task (and the Workgroup) is to provide principles, tenets, best practices, and historical examples to enable commanders to provide sound guidance, properly employ CA assets, and quality-check the results of the staff.

The intent of the Workgroup was to develop a program of instruction that would be nested within education on Stability Operations, and the Workgroup sought to answer three primary questions:

1. What concepts & tasks should we teach?
2. What is the appropriate level and depth of coverage for each concept or task?
3. What is the best approach to teaching each concept or task?

As the Workgroup dove into deep discussions, many key issues emerged. While some of the terminology is in flux, the principles and requirements for governance remain steady. The group endeavored to consider the full continuum of governance—from support to civil administration in friendly territory to military government. Regardless of the location on the spectrum, understanding the environment and the societal context is critical. The concept of “alternate forms of governance” (vs “ungoverned”) was considered, and discussion focused on how to incorporate these alternatives into the larger governance picture. Lastly, there have been many historic lessons on the military’s role in governance that needs to be incorporated into education.

The group developed six topics to be addressed at the tactical, operational, and strategic level:

1. Responsibilities and authorities (Law of War, etc.)
2. Basics of government, principles of governance
3. Military role in support to governance
4. DOD capabilities (CA, etc.) and how to employ
5. Roles/capabilities of other actors (JIIM, etc.)
6. Analyzing/accounting for societal context

The way ahead for the group is to build upon content and support material from the initial matrix of topics to be taught at

various levels in the PME system. Collaboration will continue between participants with the endstate of establishing formal programs of instruction and associated products for integration into PME.

Workgroup 6 Participants:

- PKSOI (co-lead)
- IMSG (co-lead)
- USAJFKSWCS
- USACAPOC (A)
- 95th CA BDE
- 3rd Army/USARCENT
- HQDA G3/5 (DAMO-SSO)
- Combined Arms Center - Training
- National Defense University – CCO
- USMC - CMOS
- Air War College
- Naval War College
- Center for Civil-Military Relations
- Foreign Service Institute
- Engagement Group
- Stanford University - Peace Innovation Lab
- Joint Staff J-7 Lessons Learned



Assistant group leader COL Jeff Calvert



# PSOTEW

## Work Group 6



JCISFA

Joint Center for International  
Security Force Assistance



### Work Group 7: Strengthening Security Force Assistance Joint Force Management Processes and Procedures

*by USMC LtCol Ceasar Achico<sup>1</sup>*



---

## Introduction

As part of the PSOTEW, the Joint Center for International Security Force Assistance (JCISFA)<sup>2</sup> had the privilege to host the “Strengthening Security Force Assistance (SFA) Joint Force Management Processes and Procedures” Working Group (WG). The WG examined how the U.S. joint military forces could improve personnel assignments, i.e., getting the right people in the right jobs to conduct SFA missions. Utilizing the PSOTEW theme, the WG began with the premise that as U.S. military funding became constrained due to budget challenges,<sup>3</sup> so would funds for Foreign Security Force (FSF) development. Consequently, the WG discussed the efficient use of friendly security force partnering methods and existing Force Management (FM) processes.

## Issue

The working group explored ways the joint force could operationalize its FM and planning constructs. Specifically, the working group considered joint force abilities to strengthen planning methods, frame requirements, develop training solutions and integrate SFA capabilities in operations.<sup>4</sup>

## Methodology Overview

Having conducted previous analysis on this issue,<sup>5</sup> JCISFA sought to utilize the expertise of the working group to refine some of its findings and recommendations. The WG split into two sub-working groups that examined how a joint force could address SFA issues in developing a FSF’s Engineering and Health Care domains. By focusing on these two non-standard SFA issues, the sub-WG would focus on analyzing specific SFA planning constructs and not pursuing a hypothetical endstate. In concept, if both sub-WGs came to the same conclusions, it could validate JCISFA’s previous analysis and assist JCISFA in refining its core recommendations on operationalizing FM and specifically force development.

## Background

Based upon a 2012 Joint Staff (JS) J7 Joint and Coalition Operational Analysis study,<sup>6</sup> JCISFA conducted an analysis of three key SFA-related themes: Interagency Coordination, Coalition Operations, and Host Nation (HN) Partnering, in order to develop recommendations on how the JS could best address those concerns. JCISFA focused on the joint force at the operational levels and the inability to operationalize its FM and planning constructs, such as framing personnel requirements, developing training solutions, and integrating SFA capabilities in operations. JCISFA recommended the following:

- Joint forces at the operational level require a JS J7 Joint Force Development-like function (FDF),
- JF management system of records (SORs) are designed to meet operational requirements and communicate those requirements clearly to the force providers (e.g. Service departments), and
- SFA training is responsive and relevant to Joint Force Commander’s (JFC) mission requirement.<sup>7</sup>

A brief description of these recommendations provided a framework for the WG’s discussions.

## Work Group Analysis

The WG reviewed the following pre-reading references – The White House, U.S. Security Sector Assistance (SSA) Policy Fact Sheet<sup>8</sup>; a Lessons Learned Case from the African Country of Burundi<sup>9</sup>, and an extract of JCISFA’s SFA Force Management Analysis<sup>10</sup> to ensure all WG members possessed a basic background on SFA concerns and issues.

The following questions provided a framework to focus sub-WG discussion and recommendations:

- What should the Joint Force consider (via procedures and processes) to improve its ability to organize, select, man, train, and employ its units, teams, and individuals to carry out SSA?
- What training and education challenges will the Joint Force encounter in its own units, teams, and Individual Augmentees as it carries out SSA?
- How do SSA mission requirements potentially affect how the Joint Force (institutionally and operationally) select and train its units, teams, and individuals to accomplish these requirements?
- What are the implications when working with interagency units, teams, and Individual Augmentees?

## Work Group Recommendations

At the PSOTEW WG out-brief, JCISFA presented the following recommendations:

- Validate the need for a J7 FDF in its operating forces
- Understand and maximize the use of Global Force Management (GFM) SOR to support SSA requirements
- Focus training on how the Joint Force can more effectively Communicate, Cooperate, and Coordinate across all stakeholders

## Validate the need for a J7 FDF in its operating forces

Although an FDF is not required or noted in joint doctrine at the joint force operational levels, the WG identified a need for a dedicated joint force staff function (e.g., J7). A J7 directorate focused on force development could assess the mission, temper expectation management of interested stakeholders, and assist in assessing the HN absorptive capacity.<sup>11</sup>

Well-executed assessments provide the JFC the information to ensure resources, personnel, funds and equipment are properly aligned to mission requirements, which may also include, the consideration of HN or other regional stakeholders' requirements. Additionally, a proper assessment may enable a JFC to recognize other capacity from other stakeholders that can be brought to bear on the mission.

To align mission requirements, the assessment may show the HN has neither the absorptive capacity<sup>12</sup> to accept or take responsibility for U.S. resources, nor possess the desire to do so. As noted in the Burundi Lessons Learned case, nations engaged in Security Force development, often tend to conduct "train and equip" missions with which they are most comfortable.<sup>13</sup> For many nations, a "Train and equip" strategy is easier to execute. Contributing nations can more easily measure relative success since funding expenditures can be tied to a physical provision of resources and services. A proper assessment of HN capability may show a contemplated "train and equip" plan may not be desired by the HN, or may not be financially feasible from a prolonged sustainment perspective beyond the initial period of assistance from the contributing country.

A JFC can use the assessments to manage expectations by separating mission requirements from desires, or by identifying other stakeholders, thereby ensuring no over-commitment of capabilities in support of the HN (i.e., linking an offered capability or resource with an actual or validated requirement). While the assessment data may already show the absorptive capability of a HN, an assessment may show the availability of Interagency or non-governmental organization partnerships to assist in supporting the HN requirements. With the ability to foresee available capabilities, a JFC may be in the position to efficiently allocate resources or funding for other needs. The J7 FDF can ensure these types of assessments and lessons learned are shared and integrated force-wide as appropriate.

## Understand and maximize the use of GFM SORs to support SSA requirements

In order to advance the use of existing GFM SORs to support SSA Force Management requirements, a JFC must have a J7

FDF to improve Joint Manning Document (JMD) processes in collaboration with the J1 and the J3 staff directorates.<sup>14</sup> The WG determined that a well-articulated and detailed JMD, or RFF/RFA, was necessary to inform the joint force management process to provide capable SFA units, teams, and Joint Individual Augmentees (JIAs).<sup>15</sup> For instance, the personnel management SOR shows basic required information fields of billet, grade, and skill code, but often does not identify specific information to inform the service of the type of training or experience required.<sup>16</sup> Without a J7 directorate focused on force development in the JMD development process, there is risk that a billet information field could be completed with only partial or rudimentary information. Consequently, the individual, or unit for that matter, made available by the JMD or RFF/RFA, may be minimally trained or ill-prepared to accomplish the mission, resulting in inefficiencies that could hamper success of the joint force mission.

The working group also noted the need for the continuous review or refinement of personnel requirements. A J7 FDF would be in the best position to provide the JFC the means to monitor, document, and communicate SFA mission changes and their effects as more information is learned about environment. Such changes may include information on enemy capability, HN civilians, and the surrounding physical mission location. As the operating environment and mission progresses over time, requirements or needs for resource, personnel, equipment, or funding will mature requiring different or augmented capabilities. These changes can be reflected in later JMD or RFF/RFA revisions to advance the SFA operational effectiveness of the joint force.

A J7 JFD function will ensure JFC requirements are met, most importantly, personnel requirements are properly requested and supported. Properly supported JMDs and RFF/RFAs will better ensure the Military Services are able to allocate the proper personnel and units to fulfill requirements, while providing the training demand signal for the services to adjust selection and training standards. These standards will accommodate long-term planning for personnel management, and support efforts to create precision talent management processes to track and harness personnel with previous SFA experience to serve as potential force multipliers.

## Focus training on how the Joint Force can more effectively Communicate, Cooperate, and Coordinate across all stakeholders

While a joint force mission may have a general SFA or seemingly conventional military mission, it is important to understand the other stakeholders that may be involved in a particular aspect

of the SFA mission. The Department of State (DoS), other U.S. Interagency and non-governmental organizations, the HN or partner nations, could provide a multi-layered approach to seeming conventional military missions. While the military seemingly may be the sole or primary stakeholder in a particular SFA mission, due to physical security issues or the logistical capability to transit through an operating environment, the WG recognized that a multi-layered approach involving inter-agency coordination was a favorable consideration in a fiscally constrained environment.

Inadequate coordination with other stakeholders runs the risk of a mission strategy lacking in unified action, resulting in mission and or task redundancy and wasting of available funding resources. A dedicated force development staff can mitigate these risks by incorporating these organizations and their requirements into a collaborative environment to share information and address common problems. This ongoing coordination will provide the JFC with comprehensive information to make informed decisions on the alignment of personnel and resources to the mission at hand and the overall operating environment.

A J7 FDF at the operational staff level must have the adequate personnel and resources to operate with the various stakeholders within the operating environment. For instance, military missions are often security focused, part of a greater GCC mission, and usually nested with or complements an existing DoS regional country plan, which is focused on Foreign Relations and Assistance issues. DoS will likely have a greater familiarity with the geo-political environment, and a longer term development strategy in the HN, which the military should be cognizant of. A J7 FDF would address these potentially concurrent or even competing mission objectives require continued DoD and DoS coordination. Since military campaigns are rooted in the eventual transition from military to civilian led control, it is important that a JFC is able to determine where DoD and DoS either share the same end state or goal, or ensure their plans are mutually supporting. Coordination must continually be made with other Interagency or non-governmental organizations that may focus more on the civilian population or related issues that may have bearing on the DoD mission. While a number of these organizations may rely on the military for logistics and transportation, the coordination and leveraging of available personnel, resources, and services can ensure mission efficiency.

Continuous coordination with the HN stakeholder ensures SFA efforts are properly and efficiently aligned with their requirements. A dedicated FDF can facilitate the review of HN needs to ensure alignment with DoS and DoD mission mandates. Where the HN may be focused on the greater security aspects of its borders, population, and its economic and polit-

ical infrastructure and desire a specific capability or resource, a FDF can temper that desire by assessing the capacity of that country to absorb the training, funding, resources, and equipment a joint force may provide to accomplish the SFA mission. Without an ability to assess this absorptive capacity, the HN may not be in the position to maintain those resources when the joint force is no longer available to provide funds, training or support.

After ensuring the overall mission requirement is fully understood and collaboration has been established with stakeholders, the FDF can continue to observe and analyze the joint force mission and ensure stakeholder collaboration over the period of the mission.

## Conclusion:

The PSOTEW “Strengthening SFA Joint Force Management Processes and Procedures” working group was a success. It validated and provided valuable insights into the initial JCISFA analysis. Aided by the information learned and the relationships garnered at PSOTEW 2015, JCISFA plans to leverage the combined effort in the near and long term.

In the near term, JCISFA will use the WG findings in the development of a Joint Force Management Handbook. This handbook will be used as a resource for commanders, staff officers, and educational institutions to understand and appreciate the need to operationalize joint FDFs at the various levels of military planning and operational structure. In addition, JCISFA will recommend changes in joint doctrine to support education and training of the joint force. A FDF at the operational level will not only serve the joint force in its SFA mission, but provide JFD data from the operational forces up through the GCCs and the joint staff. In the long term, JCISFA looks forward to integrating this experience and knowledge in its upcoming review of the 2016 JCISFA plan of work. Utilizing this SFA construct will enhance JCISFA’s SFA mission in its service to the Joint Staff and its world-wide SFA mission.



## Notes:

<sup>1</sup> This article is based off of the personal observations of Lieutenant Colonel Cesar M. Achico, USMC, the legal advisor for the Joint Center for International Security Force Assistance (JCISFA). He participated in this Working Group effort in collaboration with JCISFA analysts: Floyd Lucas, Mark Lauber, and Keith Smith.

<sup>2</sup> Joint Center for International Security Force Assistance (JCISFA), a Chairman of the Joint Chiefs of Staff Controlled Activity (CCA) that acts through the Chairman’s Joint Staff J7

Division. JCISFA supports the integration of Security Force Assistance (SFA) capabilities into the current and future Joint Force in order to advance joint warfighting capability.

<sup>3</sup> Sean McElwee, “The U.S. military is a national security threat,” Salon.com, May 24, 2015, <http://www.salon.com/2015/05/24/>

[the\\_u\\_s\\_military\\_is\\_a\\_national\\_security\\_threat/](http://www.salon.com/2015/05/24/the_u_s_military_is_a_national_security_threat/), May 24, 2015.

<sup>4</sup> Floyd Lucas, “Trip Report PSOTEW Working Group 7” (Observations and Recommendations), Joint Center for International Security Force Assistance: Annex C 6, April 24, 2015, <https://jcisfa.jcs.mil/Members/Portal/ViewInsight.aspx?Focus=OIL&Insight=2270>.

<sup>5</sup> Floyd Lucas, “Decade of War: Host Nation Partnering, Strengthen Security Force Management Processes and Procedures” (White paper) [hereinafter JCISFA SFA White Paper], Joint Center for International Security Force Assistance December 2014.

<sup>6</sup> “Decade of War, Volume I, Enduring Lessons from the Past Decade of Operations,” Joint and Coalition Operational Analysis (JCOA) [hereinafter JCOA DOW] J7, Joint Staff, Chairman of the Joint Chiefs of Staff, June, 15 2012.

<sup>7</sup> Lucas, “JCISFA SFA White Paper.”

<sup>8</sup> “Fact Sheet: U.S. Security Sector Assistance Policy,” last modified April 5, 2013, <https://www.whitehouse.gov/the-press-office/2013/04/05/fact-sheet-us-security-sector-assistance-policy>.

<sup>9</sup> Nicole Ball, “Lessons from Burundi’s Security Sector Reform Process,” Africa Security Brief 29 (2014): <http://africacenter.org/2014/11/lessons-from-burundis-security-sector-reform-process/>.

<sup>10</sup> Lucas, “Trip Report PSOTEW Working Group 7,” Annex F.2

<sup>11</sup> Lucas, “Trip Report PSOTEW Working Group 7,” Annex E, F.

<sup>12</sup> JCISFA Security Force Assistance Handbook, pg I-4 June 2012.

<sup>13</sup> Ball, “Lessons from Burundi’s Security Sector Reform Process,” 2.

<sup>14</sup> JOINT PUB. 1-0, supra note xiv, at III 2-3. JOINT PUB. 3-33, supra note xiv, at V 1-3.

<sup>15</sup> Lucas, “Trip Report PSOTEW Working Group 7,” Annex A, p. 8.

<sup>16</sup> CJCSI 1001.01B, supra note xx, at enclosure H, para. 6.





# Your Comments

## Staff

### **DIRECTOR**

Colonel Daniel Pinnell

### **MANAGING EDITOR**

Mr. Chris Browne

### **ASSISTANT DIRECTOR**

Professor Bill Flavin

### **EDITORS**

Professor Ray Millen

Lt. Col. Jurgen Prandtner

LTC Anna Haberzettl



Please provide your comments / remarks / thoughts / articles / proposals to help us improve the value of the PKSOI Journal!

Please send an email to Chris Browne,  
[usarmy.carlisle.awc.mbx.pksoiresearchandpublications@mail.mil](mailto:usarmy.carlisle.awc.mbx.pksoiresearchandpublications@mail.mil)

Disclaimer: The views expressed in this journal are those of the authors and do not necessarily reflect the official policy or position of PKSOI, the U.S. Army, the Department of Defense, or the U.S. Government. This journal is published quarterly by the Peacekeeping and Stability Operations Institute (PKSOI) and cleared for public release; distribution is unlimited. Content is not copyrighted. Material may be reprinted if credit is given to the original author.

Peace



Stability

Journal

Team PKSOI!



Peacekeeping & Stability Operations Institute  
22 Ashburn Drive  
Carlisle, PA 17013  
717-245-4223