

SOLLIMS SAMPLER

Targeting Peace & Stability Operations Lessons & Best Practices

Lessons on Stability Operations from U.S. Army

War College Students

Special Edition

July 2014



PKSOI



U.S. Army Peacekeeping and Stability Operations Institute

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THE
UNITED STATES
ARMY WAR COLLEGE



STRENGTH and WISDOM

FOREWORD

Welcome to this special edition of the Stability Operations Lessons Learned and Information Management System (SOLLIMS) Lessons Learned “Sampler” – **Lessons on Stability Operations from U.S. Army War College Students.**

The general structure of the “Sampler” includes (1) an [Introduction](#) that provides an operational or doctrinal perspective for the content, (2) the Sampler “[Quick Look](#)” that provides a short description of the topics included within the Sampler and a link to the full text, (3) the primary, topic-focused Stability Operations (SO)-related [Lessons Learned Report](#), and (4) links to [additional reports and other references](#) that are either related to the “focus” topic or that address current, real-world, SO-related challenges.

This lessons-learned compendium contains just a sample – thus the title of “Sampler” – of the observations, insights, and lessons submitted by U.S. Army War College students available in the SOLLIMS data repository. These lessons are worth sharing with military commanders and their staffs, as well as with civilian practitioners having a Stability Operations-related mission / function – those currently deployed on stability operations, those planning to deploy, the institutional Army, the Joint community, policy-makers, and other international civilian and military leaders at the national and theater level.

Lesson Format. Each lesson is provided in the following standard format:

- Title/Topic
- Observation
- Discussion
- Recommendation
- Implications (optional)
- Event Description

The “Event Description” section provides context in that it identifies the source or event from which the lesson was developed. Occasionally you may also see a “Comments” section within a lesson. This is used by the author to provide related information or additional personal perspective.

You will also note that a number is displayed in parentheses next to the title of each lesson. This number is hyper-linked to the actual lesson within the SOLLIMS database; click on the highlighted number to display the SOLLIMS data and to access any attachments (references, images, files) that are included with this lesson. Note, you must have an account and be logged into SOLLIMS in order to display the SOLLIMS data entry and access / download attachments.

If you have not registered in SOLLIMS, the links in the reports will take you to the login or the registration page. Take a brief moment to register for an account

in order to take advantage of the many features of SOLLIMS and to access the stability operations related products referenced in the report.

We encourage you to take the time to provide us with your perspective on any given lesson in this report or on the overall value of the “Sampler” as a reference for you and your unit/organization. By using the “Perspectives” text entry box that is found at the end of each lesson – seen when you open the lesson in your browser – you can enter your own personal comments on the lesson. We welcome your input, and we encourage you to become a regular contributor.

At PKSOI we continually strive to improve the services and products we provide the global stability operations community. We invite you to use our website at [<http://pksoi.army.mil>] and the many functions of the SOLLIMS online environment [<https://sollims.pksoi.org>] to help us identify issues and resolve problems. We welcome your comments and insights!



FOB Farah, Afghanistan (1 Nov 2012) – U.S. Army Captain Shawn Basinger, a veterinarian with the 438th Medical Detachment Veterinary Services, conducts training with local Afghans in Farah. The training was a joint effort involving Provincial Reconstruction Team (PRT) Farah, the 438th Medical Detachment Veterinary Services (MDVS), Special Operations Task Force-West (SOTF-W), and the office of the Farah Director of Agriculture, Irrigation and Livestock.

(Photo by U.S. Navy Lt. j.g. Matthew Stroup)

INTRODUCTION

Welcome to this special edition of the SOLLIMS Sampler: **Lessons on Stability Operations from U.S. Army War College Students.**

In academic year 2014, U.S. Army War College students in PKSOI elective courses were given the opportunity to enter a lesson into the SOLLIMS database. Over 90 lessons were captured, covering topics such as Development, Governance, Rule of Law, Security Sector Reform, Strategic Planning, and Training & Education.

The overriding theme of these lessons is: **“Building upon the past to facilitate unity of effort and success in the future,”** as indicated below:

- Lesson 1 discusses techniques and procedures used to improve local governance in Zafraniyah, Iraq, and why it is important for U.S. personnel to understand, involve, and partner with local officials.
- Lesson 2 discusses reconstruction and establishment of a policing force after conflict in Iraq, 2004, and the importance of involving host nation actors in all major reconstruction decisions.
- Lesson 3 discusses interagency teaming in southern Afghanistan in support of a mission to build deep water/aquifer wells, the successful endstate of that mission, and implications for training and policy.
- Lesson 4 discusses the Commander’s Emergency Response Program (CERP) – implemented in both Operation Iraqi Freedom (OIF) and Operation Enduring Freedom (OEF) – and why the control of CERP funding should rest with financial management and contracting personnel.
- Lesson 5 discusses Army Veterinary Corps skills and expertise – demonstrated in Iraq and Afghanistan – and how integration and exchanges with USAID could improve future development missions.
- Lesson 6 discusses the complexity of stability operations – citing small-scale interventions in Kosovo, Mali, and Sudan – and makes the case for increasing Training & Education on peace & stability operations.
- Lesson 7 discusses the illicit economy in northern Mexico and current gaps in Mexico’s economic and legal systems, as well as provides a potential way ahead at the strategic level to address deficiencies cited.
- Lesson 8 discusses USAID’s Country Development Coordination Strategy why it should be incorporated into the military’s theater campaign plans and understood by subordinate commanders.

We hope you’ll take these students’ lessons into consideration when planning and preparing for future stability operations, as well as take advantage of the many other lessons available in the SOLLIMS database.

Lessons on Stability Operations from U.S. Army War College Students

TABLE OF CONTENTS

<u>“QUICK LOOK”</u>	Page 5
<u>LESSONS LEARNED REPORT</u>	Page 6
1. <u>GENERAL</u>	Page 6
2. <u>LESSONS</u>	Page 6
a. <u>Governance and Democracy</u> by Wayne Grieme	Page 6
b. <u>Iraq Reconstruction Security Decision Implication</u> by Kenneth Cypher	Page 10
c. <u>Integration of U.S. Policy, Strategy, and Planning</u> by Lance Green	Page 12
d. <u>Consider Removing the Commander’s Emergency Response Program from the Battalion Commanders</u> by Mark Schutta	Page 14
e. <u>Consider Tapping the Expertise of U.S. Army Veterinary Corps Units for SO Agricultural Development</u> by Steven Greiner	Page 15
f. <u>Incorporation of Stability Operations into U.S. Army Training and Education</u> by Robert Molinari	Page 17
g. <u>Stimulating Economic and Infrastructure Development in Northern Mexico</u> by David Ray	Page 20
h. <u>USAID Country Development Coordination Strategy</u> by Mike Murphy	Page 22
3. <u>CONCLUSION</u>	Page 25
4. <u>COMMAND POC</u>	Page 27
<u>RELATED DOCUMENTS, REFERENCES, AND LINKS</u>	Page 28

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"QUICK LOOK"

Click on [\[Read More ...\]](#) to go to full lesson.

- The **development of democratic governments** is challenging and will continue to be a struggle for nations well into the future. [\[Read More ...\]](#)
- This lesson focuses on **reconstruction and establishment of a policing force** after violent conflict in Iraq 2004. . . . An imposed police/security force or a force not viewed as belonging to the local community will not provide for lasting peace or long term security for the reconstruction process. [\[Read More ...\]](#)
- Based on course readings and briefings . . . I have a much better understanding and appreciation for how Department of State and USAID personnel were able to facilitate **discussion and team-building in Afghanistan** in the earliest stages of an effort to establish multiple deep water/aquifer wells. [\[Read More ...\]](#)
- According to Special Inspector General for Afghanistan Reconstruction (SIGAR) and Special Inspector General for Iraq Reconstruction (SIGIR) audits of the **Commander's Emergency Response Program (CERP)**, they found numerous fiscal violations, ranging from fraud of goods and services to cash payments being put into the pockets of insurgents. [\[Read More ...\]](#)
- The U.S. Army deploys its **Veterinary Service Support** detachments to provide food inspection support and quality assurance . . . However, the diverse agricultural backgrounds and experiences of many Veterinary Corps Officers (VCOs) make them ideal for **collaborating with USAID** on many agricultural development projects. [\[Read More ...\]](#)
- The U.S. Army remains at **risk of growing the next generation of leaders** (both officers and NCOs) that do not understand the complexity of stability operations, risking re-learning the mistakes of Iraq and Afghanistan. [\[Read More ...\]](#)
- **Cross-sector collaboration** is required to balance efforts focused on influencing two of the conditions required for development of a strong national economy **in Mexico**. [\[Read More ...\]](#)
- The **USAID Country Development Coordination Strategy (CDCS)** is a five-year planning process for conducting operations in developing countries. [\[Read More ...\]](#)

10 July 2014

SUBJECT: Lessons on Stability Operations from U.S. Army War College Students

1. GENERAL

In academic year 2014, USAWC students submitted SOLLIMS lessons while participating in the following elective courses:

- Peace & Stability Operations – Concepts & Principles
- Challenges in Economic Development
- International Development
- Emerging Global Development
- Security Sector Reform

The students' lessons cover a wide range of operations – Operation Iraqi Freedom (OIF), Operation Enduring Freedom (OEF), and various multinational operations across Africa, Asia, and the Balkans. Certain lessons also provide key insights from classroom case studies on current economic development challenges in Kosovo, Lebanon, Mexico, the Solomon Islands, and South Sudan.

This report presents 8 of these USAWC student lessons – including constructive recommendations and implications aimed at improving future peace and stability operations.

2. LESSONS

a. TOPIC. Governance and Democracy ([1346](#))

Observation.

The development of democratic governments is challenging and will continue to be a struggle for nations well into the future. However, the importance of democratic governments for the well-being of citizens cannot be overstated. In a world that continues to reshape borders and work through conflict and security issues while continuing on a path of globalization, democratic governance is the key to future success.

Discussion.

Governance is hard. Establishing a government that is capable to govern within the framework of a democracy is even harder. In today's complex world, the U.S. and many other western governments seek a more democratic world with values-based national governments that are freely elected; listen to, support, and respect their constituents; and, provide their citizens opportunity. Opportunity is measured in many forms; some include economic development, improved health and social services, and education. However, opportunity for the "pursuit of happiness" may be the most self-motivating inspiration that a government can provide its citizens.

Re-establishing a government at all levels is extremely challenging. This lesson was learned in Iraq, once De-Baathification was instituted. This wholesale dismissal of the government created instability down to the lowest level of governance within the neighborhoods. While deployed to the east side of Baghdad, my unit was responsible for the suburb of Zafraniyah. Composed of three neighborhoods, Zafraniyah is a mixed industrial and agricultural suburb of the Karadah governance district within Baghdad. Zafraniyah had the ability to thrive economically with initial assistance from the city and national government.

Although elusive for many, the right to a democratic government is seen as a legal entitlement by world organizations and western governments. However, the right to a democratic government, regularly freely elected by the people, with representation powers and a voice for the minority, is more than a legal entitlement. It is a human entitlement. This human entitlement is what provides the impetus for self-determination in the establishment of a nation. My experience in Iraq was that many wanted a legitimate government that would take care of their basic needs while promoting opportunity to grow economically. With a stable government, self-determination drives economic success. At my level, it was critical to ensure the local government was functioning and considered legitimate in Zafraniyah. We had to ensure the integrity of a voting process, effective local neighborhood meetings, and that Zafraniyah leadership provided a unified front at district level meetings. As a major hub of potential economic activity, the neighborhoods had to come together to speak with one clear voice at the district meetings to ensure the flow of resources.

The establishment and support of fledgling democracies is very challenging and intensive. This is one of the most critical areas for development, since solid governance feeds the overall national psyche. There are many reasons for the lack of democracy. The most inhibiting is the desire for power – controlling resources to control the population. Power struggles were a constant source of tension at many district level meetings, putting the fledgling democratic process at risk. Many countries that are a democracy for a short time period are most at risk of losing sight of the desire to remain a democracy. This is due to the inherent risks to personal security, the possible lack of infrastructure, and the

perceived lack of access to resources – especially formerly provided state resources. Establishing legitimacy is also a major issue for a new form of government.

In Zafraniyah many of the local neighborhood representatives did not trust the district council, the city, or the national level government to provide their basic needs. Bribery was rampant, and there was no system of accountability. There were three critical areas local citizens felt were not getting enough attention. They were: security, water/health, and economic development. In order to establish the credibility of the local government and produce results for the citizens, we began, on a small scale, a city planning process to compile a list of projects required in each neighborhood. Once established, the local council held weekly meetings with the public to inform them of the projects and way ahead. When attending district level meetings, the representatives of Zafraniyah briefed their projects with the current status and resources needed to move forward. We then ensured that the neighborhood representatives collaborated, through the district level, with Baghdad government offices to ensure their projects moved forward. Many of the projects included rebuilding of essential infrastructure for the area.

In addition to this process, we recommended that the neighborhoods conduct local elections to ensure fair representation at the district level meetings. This was a long process as it involved developing a plan with the local police for security during the election process, the establishment of voting sites, and a method of tabulating votes. As well, the local politicians had to develop a way to communicate with a population that was mostly illiterate. Unique to this part of Karadah was the election of women to many of the district boards and as neighborhood representatives. This demonstrated to the local citizens that everyone can contribute to the cause of making their lives better regardless of gender.

Once the local government was established and a process was followed to interact with higher levels of government, more resources began to flow to Zafraniyah. As this continued, many local entrepreneurs started to establish businesses and hiring local people. This began to build the confidence of the local population and an understanding of how a democratic process functions. The local government was seen as legitimate, and conflict among the neighborhoods was resolved locally.

The establishment of a democratic process at the lowest level can build momentum. However, that momentum can be easily lost, especially when the security apparatus begins to falter and opportunities become fleeting. After a generation or so of suffering under a democracy that has lost momentum, it is possible that some will turn back to their previous form of government if they have no sense of a positive future. This is especially true if they had not suffered

under the previous establishment. Given this, there is still hope as the economics of globalization continues to move forward.

Democracies will never go away, and the world will continue to have many points of transition and governments. Moreover, citizens will continue to learn that a freely elected government by the people is the best choice for their nation. Iraq has a great deal of potential; it will flourish under the right government, legitimately elected and representative of the people.

Recommendation.

1. To ensure the stability, integrity, and legitimacy of national governments, it is important to establish local governance in a manner that is understood by the local population. All U.S. persons involved in this process require an understanding of the local culture and historical animosities, with a solid understanding of how governance functions. For the military, this may require instruction on how to establish local governments and how they tie in to each level of government above the neighborhood or tribal areas. It also means knowing and understanding whom to go to for help. In this case, it was leveraging the Provisional Reconstruction Team (PRT) to facilitate the process and help educate local politicians.

2. Foreign aid to nations that develop government based on democratic values should be increased. Refocus aid away from those that refuse or do not desire to uphold democratic values with legally elected representation for their people. This can be done at the local level as well as the national level. In repressive countries, devise programs to further the ideals of freedom and democracy through creative means. Enable populations to communicate through various media platforms – to include through the airwaves.

3. On the global platform, point out governments that continue to repress their citizens in open forums; hold accountable those governments that are beginning to slip out of democracy, through international pressure. Aggressively use a whole-of-government approach to entice further reform in non-democratic nations. The U.S. cannot do it alone; we must garner the support of international partners, foreign governments, and the NGO community to facilitate the spread of democracy and the necessity of good governance.

Implications.

Only when democratic governments are formed will people begin their “pursuit of happiness” – when this occurs they begin to thrive economically. With positive economics, people begin to pull themselves out of poverty. Democracy, economic development, and the reduction of poverty are all interrelated. Democratic governments bring opportunity to those that are without, raise the standard of living of the poor, and empower women. Women form the

cornerstone of the family and support their family not just from a maternal aspect but also from an economic basis. The success and survival of the family is critical to the future of a nation. True democracies establish systems that enable their population to better themselves. Global democracy is in the best interests of the U.S. and our democratic partners.

Event Description.

This lesson is based on readings from U.S. Army War College elective course PS2206 (International Development) and personal experience.



b. TOPIC. Iraq Reconstruction Decision Security Implication ([1434](#))

Observation.

This lesson focuses on reconstruction and establishment of a policing force after violent conflict in Iraq 2004. The host nation must lead and establish guidelines, roles, and responsibilities for the establishment of the local and/or national police force, the provision of human basic security services, and other essential services. Other essential services include access to food, water, shelter, a means of work to support one's family, and all without fear of life or limb. An imposed police/security force or a force not viewed as belonging to the local community will not provide for lasting peace or long term security for the reconstruction process.

Discussion.

During Operation Iraqi Freedom II, the concept of host nation lead for security and basic service support to help ensure security was "thrown out the window." From fall of 2003 until March 2004, the coalition forces had begun to work with the village elders to establish a local security force and re-establish some basic life services. In March of 2004, however, Ambassador Bremer announced that neither the former Iraqi military nor Ba'ath Party members could be hired or participate in the security and reconstruction efforts. This decision was not discussed with the host nation, CJTF-7, or the provisional authority U.S. members in Baghdad, Iraq. This decision caused a dramatic change in the local security and safety of coalition members.

Several months up to days before this announcement, coalition members could walk through the open air markets within most towns and cities without fear of violence/aggression from the local population. Within 48 hours of Ambassador Bremer's announcement, as former Iraqi military and Ba'ath Party member were

released from work, the aggressive violence against coalition forces began. Improvised explosive devices began appearing. Snipers appeared at public road intersections and around the perimeter of coalition bases. The decision to not repatriate the former government members essentially placed the knowledgeable basic services and security work force of over 2 million personnel on the "unable to work" list. This had two detrimental effects on the Iraqi coalition recovery efforts. First, it removed all the skilled workers. In the past, the skilled workers for delivering basic services were required to be Ba'ath Party members in order to be eligible to be hired for these jobs. The decision/change required the coalition to train farmers from scratch on the skills to fix, maintain, and sustain the basic services infrastructure for power, water, sewage, and transportation. Second, it placed the current working class (released from their jobs) with no means to feed or provide for their families. Therefore, the decision to remove these people (of the previous government) from job eligibility enabled our adversaries to acquire more than a million skilled members literally overnight.

The projected delay in the ongoing reconstruction effort, without taking into account spoiler actions, was three years. This was the estimated time required to train a new workforce to just maintain and sustain current infrastructure. The coalition would have to first repair most of the current issues/damages. Had other models been used, such as the one used after World War II with Germany and Japan, they might have proven less costly in United States' treasure of blood, money, and knowledge. There are also other examples from East Asia and Africa in more recent history that had better success than exiling the former basic service knowledge base of Iraq. The reasons and facts behind the decision to exile the previously trained work force were never presented to the host nation, coalition, or provisional authority. We can only look back and state that this did not appear to be in line with the reconstruction effort initiated after Operation Iraqi Freedom combat operations had terminated in 2003.

Recommendation.

The host nation actors must be involved in all major reconstruction decisions. The security of all participants, to include host nation, is dependent on all major reconstruction decisions.

Implications.

If the host nation is not involved in reconstruction decisions, then the security of all participants is jeopardized and there is a greater risk of reduced or reversed progress.

Event Description.

This lesson is based on the political decision in March 2004 to not allow the former Iraqi military or Ba'ath Party members to participate in the reconstruction

process and the adverse results of that decision. This placed 2 million plus personnel on the "unable to work" list and removed the current trained services (power, water, sewage, and transportation) work force.



c. **TOPIC.** Integration of U.S. Policy, Strategy, and Planning ([1372](#))

Observation.

Based on course readings and briefings about the integration of U.S. Policy, Strategy, and Planning in Peacekeeping and Stability Operations (PSO), I have a much better understanding and appreciation for how Department of State (DoS) and United States Agency for International Development (USAID) personnel were able to facilitate discussion and team-building in Afghanistan in the earliest stages of an effort to establish multiple deep water/aquifer wells.

Discussion.

Despite being assigned to the "Defense" team and focused on the Joint Intelligence Preparation of the Operational Environment (JIPOE) process (during lesson 2 of course PS2219 at the U.S. Army War College), I found the "Department of State" team briefing to be the most informative and hitting closely to my experiences while serving as a contracting commander of a deployed Joint contracting command in Afghanistan. During each of my five deployments, I was approached by key leaders from the Department of Defense (DoD) regional commands and DoS to discuss various strategies on how to leverage contracted resources to support a future or ongoing DoS or USAID related project. Fortunately, I've always developed strong relationships with the supported military headquarters and understood my need to be a battlefield "enabler" and team player. Despite not having a complete understanding of where the mission guidance was coming from or who was in charge, I understood the overall intent, necessity, and value of the mission.

In 2011, during the troop surge in Afghanistan, I served as the commander of Defense Contract Management Agency (DCMA) Southern Afghanistan. I had 250 personnel spread across 76 forward operating bases (FOBs) with the task of contract management and oversight of the Logistics Civil Augmentation Program (LOGCAP) umbrella service contract, and the management and accountability of over \$2 billion in U.S. Government property, vehicles, and equipment. On one occasion, I was approached by a rather large group of civilian and military leaders to discuss the concept of using LOGCAP assets in support of a faltered USAID mission. The leadership team consisted of: Head of Mission and principals from DoS, USAID, U.S. Forces-Afghanistan (USFOR-A), International

Security Assistance Force (ISAF), 7th Transportation Brigade, and various engineering units. The USAID mission was to establish multiple deep water/aquifer wells in southern Afghanistan in order to develop irrigation and fresh water systems to support local populations. It was pretty easy to understand the need and value of a dedicated fresh water source.

Based on the PS2219 lesson two readings and discussion, I have a much better understanding and appreciation for how the DoS and USAID folks facilitated discussion and team-building in the earliest stages of this endeavor. It was apparent they were experienced in the 3D (Diplomacy, Development, and Defense) approach to enterprise team-building and demonstrated complete mastery of complex project planning and execution. They had internal assets that included intelligence analysts, social science/conflict specialists, engineers, interpreters, financial analysts, and various scientist types. They did not have resources and equipment (means), but possessed the know-how and knew whom to coordinate with for support (ways). My part was easy – I just had to work with the U.S. Army Sustainment Command (ASC) to get contract reprieve for an "Urgent and Compelling" mission requirement that was in the best interest of the U.S. Government. In reading between the lines during our PS2219 lecture, it is apparent that DoS and USAID planners have to master the art of identifying resources (means) and methods (ways) to attain the desired endstate (ends). In our case, it was working through the challenges of interagency teaming, interoperability, and information sharing. However, strong leadership and the desire to serve and succeed were enough to work through the issues and achieve the desired endstate – 32 wells completed in 65 days, providing fresh water at key locations throughout southern Afghanistan.

Recommendation.

1. Basic Peacekeeping and Stability Operations (PSO) training is a must for those involved in logistics, contracting, engineering, or operational support of PSO operations.
2. Value can be gained through formalizing policy and procedures for DoD support of PSO and ensuring those procedures are common to all stakeholders.

Event Description.

This lesson is based on lesson 2 of USAWC course PS2219 (Peacekeeping and Stability Operations Concepts and Principles), as well as personal experience while serving as a contracting commander of a deployed Joint contracting command in Afghanistan in 2011.



d. TOPIC. Consider Removing the Commander's Emergency Response Program (CERP) from Battalion Commanders ([1407](#))

Observation.

According to Special Inspector General for Afghanistan Reconstruction (SIGAR) and Special Inspector General for Iraq Reconstruction (SIGIR) audits of the CERP, they found numerous fiscal violations, ranging from fraud of goods and services to cash payments being put into the pockets of insurgents. The audits also found that 76% of all battalion commanders surveyed stated that some of those funds may have been lost to fraud and corruption.

Discussion.

During the Iraqi war, over 4 billion dollars were poured into Iraq; some of these dollars were part of the CERP program. However, some commanders implementing CERP stated they believed fraud and corruption was the price of doing business in Iraq. Early on, this fund was supplied by money seized during the invasion; however, later it was replaced by U.S. federal appropriated funds.

The CERP program allowed local commanders in both Iraq and Afghanistan to respond to urgent, small-scale, humanitarian relief and reconstruction projects and services that immediately assisted the Iraqi and Afghan people. Commanders had the flexibility to establish contracts that were less than \$500K. Despite the fact that they may have had handbooks and other information to guide them, many commanders were not fully trained in financial management, acquisitions, or fiscal law. In some ways, this put these commanders in a catch-22 position; early on, they had very little knowledge about this appropriation and had access to millions of dollars in cash that were virtually untraceable in a war zone. Their job was to accomplish the mission, counter insurgency operations, and that may have overridden their ethical responsibility as it relates to financial accountability and fiscal law. Whatever the motive was, it is clear by the SIGAR and SIGIR audits that the commanders lacked the control and oversight of these funds.

The responsibilities of Financial Management Officers (a distinct career field) are to perform financial activities and manage financial programs and operations. This is the same whether they are in garrison or a war zone. They must coordinate with commanders and staffs on issues pertaining to financial plans, schedules, and programs. They verify that estimated costs are realistic and reasonable. They are also the liaison with other agencies to develop, execute, and report on financial management policy and procedures. Those in this career field must have undergraduate academic specialization in business administration. For most officers, it takes years of on-the-job experience to build their knowledge base and skills as it relates to fiscal law and fund control procedures.

Contracting Officers (a separate career field) plan, organize, manage, and accomplish contracting functions to provide supplies and services for daily operations and warfighting missions. To accomplish this, they work with commanders and staffs to plan, solicit, analyze cost or price, evaluate offers, source selection, award contract, and maintain the records for administrative purposes. For entry into this career field, they must first specialize in business administration or management, and they must complete the necessary coursework to acquire their contracting warrants.

As aforementioned, both the Financial Management Officers and the Contracting Officers are highly skilled in fiscal law, financial management, acquisitions, appropriation laws, current laws, and governing directives. These personnel have made a military career of perfecting their skills and understanding the statutory requirements for all non-appropriated and appropriated resources. In garrison, these warriors maintain control of all financial resources, and they should maintain the same responsibility in wartime.

Recommendation.

The control of CERP funding must lie within the financial management and acquisition community. Personnel in this community are trained and skilled to handle financial resources. The implications of maintaining control of the CERP by battalion commanders undercuts the responsibility of the Financial Management Officer and Contracting Officer. Unlike other areas where a commander may have the authority to do anything not expressly prohibited completing the mission, fiscal law and funds control must be adhered to by their governing directives and regulations. Those best to understand those directives and regulations are Financial Management Officers and Contracting Officers.

Event Description.

This entry is based on lesson 8 of USAWC elective course PS2208 (Challenges in Economic Development) and my 19 years' experience in the Financial Management career field.



e. TOPIC. Consider Tapping the Expertise of U.S. Army Veterinary Corps Units for SO Agricultural Development ([1367](#))

Observation.

The U.S. Army deploys its Veterinary Service Support detachments to provide food inspection support and quality assurance for all food and bottled water

served to all U.S. military, government employees and contracted personnel, while also providing comprehensive veterinary medical and surgical services for U.S. government-owned and contracted working animals in a Stability Operations (SO) environment as their primary missions. However, the diverse agricultural backgrounds and experiences of many Veterinary Corps Officers (VCOs) make them ideal for collaborating with USAID on many agricultural development projects.

Discussion.

The foundation of the Army Veterinary Corps (VC) comes from the knowledge and professional expertise of its commissioned officer corps. Every fully credentialed VC commissioned officer holds a doctorate of veterinary medicine degree from an accredited school, has passed a national veterinary board examination and a clinical competence exam, and has one or more state licenses to practice veterinary medicine and surgery. The curriculum in all veterinary schools covers training on not only companion animal, but also food animal and equine medicine and surgery. Many of these VC officers also have varying backgrounds in agriculture or hold undergraduate degrees in agricultural sciences. The additional training VC officers receive when entering the U.S. Army expands their knowledge base regarding the production, processing and distribution of food products, most of which are from animal origin. Therefore, I believe that the VC has within its ranks the most extensive knowledge base concerning agricultural development and sustainment, food animal production and husbandry, as well as herd health protection, in the entire active military.

Within stability operations missions, the VC currently supports the safe, secure local environment through its care for military working dogs. It also helps provide essential governmental services through building organic capacity for public health, preventive medicine, food safety, and food defense programs and infrastructure. However, and most importantly, the VC can potentially contribute extensively to rebuilding infrastructure and humanitarian relief through fostering development of local agricultural and food animal production. The impact of establishing long-term stability that allows a population to feed itself while growing the local economy is extremely valuable to successful stability operations.

Recommendation.

1. I recommend that USAID and the U.S. Army Veterinary Corps work together to facilitate the employment of VC expertise when supporting stability operations and building lasting working relationships between the two entities. This coordination and collaboration should not just be relegated to instances when both entities are supporting stability operations, but should also include staff integration and exchanges, as well as awareness education within both agencies. VCOs should be considered for military liaison positions or internships

within USAID to gain practical agricultural development experience, while fostering the collaborative relationship between the VC and USAID. Collaboration should also be considered during stateside training exercises, to maximize the effectiveness of both entities when engaged in real world development missions.

2. The U.S. Army Veterinary Corps should also explore the possibility of adding a Long Term Health Education and Training specialty track that focuses on agricultural development.

Implications.

The implications of tapping U.S. Army VCOs to collaborate on agricultural development projects within stability operations requires the U.S. Army Veterinary Corps to adjust its doctrine to support these collaborative efforts.

Event Description.

This lesson is based on my own observations and experiences supporting stability operations in Iraq 2009-2010 and Afghanistan 2012 as an Army Veterinary Corps Officer.



f. TOPIC. Incorporation of Stability Operations into U.S. Army Training and Education ([1399](#))

Observation.

The U.S. Army remains at risk of growing the next generation of leaders (both officers and NCOs) that do not understand the complexity of stability operations, risking re-learning the mistakes of Iraq and Afghanistan.

Discussion.

During a period of military down-sizing, fiscal austerity, and prioritizing budget considerations, the U.S. Army has stated in numerous publications the intention to retain the hard lessons learned in Iraq and Afghanistan in stability operations. Through current doctrine (Unified Land Operations and Decisive Operations), the Army has committed to an overly broad mission equally balancing offensive, defensive and stability operations. However, of the three broad mission areas, stability operations are the most complex as they require other than military solutions and integration of interagency, non-governmental organizations (NGOs), and multinational forces to achieve unity of purpose during

interventions. As resources “dry up,” many of the critical organizations required to cooperate in stability (and peacekeeping) operations, to include Department of Defense (DoD), Department of State, USAID, Department of Justice, Department of Agriculture, etc., lack the funds and personnel to routinely train below the combatant commander headquarters level on stability operations. In addition, access to NGOs during tactical and operational level training exercises is limited to non-existent. Finally, the Army’s Regional Alignment of Forces effort is designed to maintain limited military-to-military cultural and training familiarity, but has almost exclusively focused on offensive and defensive operations. As the Army continues to downsize and substantial numbers of veterans depart, the Army will be forced to learn the complexity of closely integrating and supporting diplomatic, development, and political mechanisms to achieve a long term solution during military interventions. Though the U.S. and DoD have adopted a strategy avoiding long term stability operations, even small-scale military interventions (such as Kosovo in 1999, Mali in 2013, and Sudan in 2014) required both operational and tactical level units that understand how security efforts support and fit into the broader considerations of successful peacekeeping and stability operations.

The real lessons, which tactical level units do not routinely train during Combat Training Center (CTC) rotations, focus on how leaders understand that stability operations must be purposed-based – directed toward transforming conflict to prevent resurgence of violence while building legitimate governance. Framing considerations of stability operations is not only resident at the strategy level, but also at the operational and tactical levels. Framing ensures we have good goals and employs a framework to gain common purpose from different actors involved. Tactical level units must see incorporation of different actors providing different solutions as critical enablers to success and not as obstacles impeding security concerns alone. Broadening tactical level training and considerations to include interagency, NGOs, and multinational participation complicates training but better approaches the reality of what U.S. forces can expect to face in the near future.

Existing Army education and training at the lieutenant, captain and major levels lack incorporation of necessary details to completely appreciate stability considerations. The officer’s basic course, officer’s advanced courses, and NCO courses do not incorporate stability doctrine into their programs of instruction. Even the Command and General Staff College (CGSC) treats stability operations as an elective (as does the Army War College), vice critical to the core curriculum. Consequently, unless officers benefit from truly broadening assignments (outside of traditional Army), the reality that stability operations are never fast, easy or cheap is not appreciated until Army leaders find themselves involved in them. It appears that under fiscal austerity we’ve adopted a strategy that risks Army leaders not understanding that in stability operations, international consensus and support fades quickly in the pressure to go home. Post-war efforts cannot be sustained indefinitely. There is a short period of time

to "manage down" the continuing local conflict in stages to local actors so the peace process can be sustainable over time. Army leaders involved in stability operations must understand that equal emphasis on a safe/secure environment, supporting a sustainable economy, supporting sustainable government, the complex details of repairing social well-being, and the nuances of returning rule of law and justice requires cultural appreciation and personal/routine relationships with individuals who are not in the military. Again, though this is understood at the senior leader level (O6 and above), these details and considerations are rapidly withering at the O5 and below level.

Recommendation.

1. The War College should NOT be the first time Army leaders are exposed in detail to the complexity and considerations of peacekeeping and stability operations. The strategic level is not the only level in which a fundamental understanding of approaches to solutions in stability operations is made. The War College must include adequate coverage of peacekeeping and stability operations in the core curriculum for theater cooperative strategy and Joint military operations. As well, CGSC must include peacekeeping and stability operations in the core curriculum and not exclusively focus on Joint employment in theater operations.

2. In addition, tactical level officer and NCO education must review, at a minimum, Army doctrine covering stability operations. Even this minimal incorporation of stability operations into the officer basic/advanced courses and NCO education course fails to adequately cover stability operations, as fewer (and even existing) instructors lack experience or familiarity in how other agencies operate or considerations when dealing with NGOs. Though offense and defense employment must be mastered in tactical level education and training, we risk returning to the steep learning curve experienced in Iraq and Afghanistan by denying tactical level introduction, study, and discussion on achieving other than military solutions in modern conflicts.

Implications.

The U.S. Army risks tactical and operational level failure by returning to an almost exclusive focus on offensive and defensive training in officer/NCO education as well as CTC rotations. The failure to rapidly adjust at the tactical level from Phase III to Phase IV in OIF 1 is an example of a mistake we will repeat again if our education and training is not current and appropriate and our doctrine is not socialized during junior officer and NCO education opportunities.

Event Description.

This lesson for PKSOI elective course PS2219b (Peace & Stability Operations – Concepts & Principles) is based upon readings and personal experiences.



g. TOPIC. Stimulating Economic and Infrastructure Development in Northern Mexico ([1419](#))

Observation.

Cross-sector collaboration is required to balance efforts focused on influencing two of the conditions required for development of a strong national economy in Mexico. Stakeholders must implement strategic actions that counter the violence and criminal activity linked to Drug Trafficking Organizations (DTOs) that impede Mexico's economic development. They must also generate employment opportunities that divert low-skilled laborers away from employment in illicit economic activities and that provide opportunities for legal and sustainable livelihoods.

Discussion.

Criminal activity and drug trafficking related violence have demonstrated certain impacts on economic and infrastructure development in Mexico. Although Congressional Research Service (CRS) analysts estimate that criminal and drug related violence has claimed more than 70,000 lives between 2006 and 2013, these high levels of criminal activity are not demonstrating "large-scale" impacts on economic activity and employment activities in Mexico. Violence has not negatively influenced foreign direct investment (FDI) in Mexico. A Mexican government report stated that FDI was higher in the seven most violent states than it was before the drug wars began. U.S. State Department travel warnings citing security concerns in 29 of Mexico's 32 states have limited U.S. tourism to a small degree. This has negatively affected the service industry in some regions.

Three critical gaps exist in the current Mexican economic and legal systems that enable illicit economic activities by DTOs. The first gap is the income disparity between employment opportunities in Mexico and those in the United States. High poverty rates and income disparity are causing the migration of low-skilled Mexican nationals (and immigrants from Central American states) into the northern Mexican states where they become involved in supporting the DTOs or other criminal organizations. The second gap is in the availability of legal employment for a large population of low-skilled workers along the border region with the United States. Even though Mexico's official unemployment rate has declined in recent years, the availability of legal employment for migrants in northern Mexico, posturing to enter the U.S. illegally, is limited. This at-risk population is available and forced to engage in illegal activities in order to survive when faced by extreme poverty. The final gap in Mexican society that is enabling the illicit economic activity is the inconsistent enforcement and adherence to the

rule of law. Transparency International lists Mexico at 106 of 177 nations in corruption. The tacit support of illicit economic activities by corrupt government officials creates an environment that promotes involvement in criminal activities.

Two factors impede the generation of employment opportunities for the large pool of low-skill workers in Mexico. The first factor is the lack of access to adequate education and vocational training. Mexico has recently become a preferred location for international manufacturing corporations focused on providing products to markets in the United States. The lack of formal education and training resources, however, is limiting the ability of the low-skilled workers to gain the skills to fill positions in these industries. The second factor is the prevalence of monopolies in major sectors of Mexico's economy. This factor is limiting the competition for the labor force and keeping wages in many realms below a livable level. The monopolies are also preventing the development of small and medium businesses that could provide legal employment opportunities for the low-skilled workers.

Recommendation.

1. Mexico and interested stakeholders must initiate strategic security and legal sector reforms in order to counter the effects of the illicit economy on economic growth and development. Collaborative efforts with stakeholders should include actions that support the lines of effort outlined in the [Merida Initiative](#). Military and law enforcement agencies must combine efforts to disrupt the operational capacity of organized crime by targeting key leaders. Development agencies should focus efforts on institutionalizing reforms to the Mexican legal system that improve the rule of law and increase adherence to human rights. Agencies on both sides of the border should invest in improving collaboration and infrastructure along the border for raising the effectiveness of border security. Finally, stakeholders must support community policing programs and building strong and resilient communities that do not allow illicit economic activities to occur. U.S. law enforcement, military, and development agencies working in conjunction with Mexican officials at comparable levels are the primary means for resourcing, coordinating, and conducting these efforts.

2. Actions to stimulate the Mexican economy and generate employment opportunities need to follow strategic lines of effort similar to those outlined in the [World Bank's Country Partnership Strategy for the United Mexican States](#). This strategic approach should focus on developing sustainable employment opportunities for low-skilled and under-served demographic groups located throughout Mexico. Achieving this objective will require collaborative efforts that unleash productivity through programs that support innovation and development of small and medium enterprises. This realm of economic development will create competition for the labor pool and improve availability of livable wages. The strategic efforts must also increase social prosperity and alleviate the counterproductive effects of extreme poverty. Governmental and non-

governmental organizations must collaborate to make available affordable housing, food, education, and health care in order to improve the productivity of the low-skilled labor. Mexican governmental organizations must improve their efficiency and delivery of public services. This strategic effort can be achieved by improving the availability of public finances through tax reform and better managing fiscal actions at each level of the government. Finally, the stakeholders must collaborate to promote environmentally friendly growth and incorporate all elements of the population in the infrastructure development efforts. These efforts must focus on coordinating urban planning, energy efficiency, and managing critical natural resources that are under pressure from expanded urban populations. Stakeholders can expect that coordinating efforts along these four lines of effort will generate employment opportunities more attractive to the low-skilled labor pool than involvement in the illicit economy.

Implications.

The criminal activity and associated violence in Mexico is resourced primarily by the illegal drug trade in the United States and other international markets. Collaborative efforts that do not address the demand for drugs in the U.S. or the movement of weapons and cash into Mexico will treat the symptoms of Mexico's criminal violence rather than the causes.

Event Description.

This lesson is based on the observations, research, and discussions that originated from the Mexico Group Case Study in Economic and Infrastructure Development, U.S. Army War College course PS2208 (Challenges in Economic Development).



h. TOPIC. USAID Country Development Coordination Strategy ([1446](#))

Observation.

The USAID Country Development Coordination Strategy (CDCS) is a five-year planning process for conducting operations in developing countries. The CDCS is a backwards planning model in which major development objectives are identified first, while intermediate results and sub-intermediate results are anticipated and described as milestones. The USAID CDCS shares many characteristics of Army and Joint planning doctrine. It is a sound method that should be incorporated into theater campaign plans and understood by subordinate commanders.

Discussion.

USAID has developed a CDCS process for understanding the challenges and opportunities facing fragile nations. The CDCS is typically a five-year strategy in which the host nation, USAID, and partner organizations intend to achieve a defined Development Objective or objectives. The five-year span may be reduced for countries in extreme crisis. For example, for countries recovering from a civil war, USAID may develop a three-year CDCS strategy.

The CDCS is a structured approach to identifying problems and developing sequential, integrated, and synchronized solutions. The CDCS approach replaced a less holistic development process used by USAID in the past in which various program areas (e.g., health and education) were not coordinated in a comprehensive approach. The CDCS process is in some ways similar to the manner in which the U.S. Army plans military operations. The table below illustrates the similarities.

Component	CDCS	Army Mission Planning
Develop understanding	Develop context, challenges, and opportunities	Describe situation; conduct Intelligence Preparation of the Battlefield
Develop initial plan	Issue development hypothesis	Describe overall mission, key tasks, and desired endstate
Develop detailed plan	Construct Results Framework, goals, sub-goals, objectives, supporting objectives, and assessments	Issue execution orders, concept, tasks to subordinate units; coordination with other units.
Feedback	Monitoring, evaluating, learning	Establish commander's intelligence or information requirements needed to modify or alter plan
Resources	Program resources and priorities	Logistical and administrative support plan; priority of support
Leadership	Management requirements	Command and Control plan

While not identical, the methodology used by USAID contains much of the same "language" as Army mission planning. This compatibility should assist USAID

and the Department of Defense when structuring interagency country plans in formats like the 3D (Diplomacy, Development, Defense) working groups.

Furthermore, the Results Framework (RF) utilized by USAID shares much in common with Department of Defense "Lines of Effort" (LOE) planning. Using backwards planning methods, the RF establishes Development Objectives (DOs) supported by Intermediate Results (IRs), which are, in turn, achieved by specified Sub-IRs. Relationships between DOs, IRs, and Sub-IRs must be causal in that they link results to higher results. This is the same methodology used by Army planners when using LOEs to link intermediate objectives to desired endstates in low intensity, complex operations such as counterinsurgency.

In my opinion, however, the graphic format used by USAID is more intuitive than the oftentimes complex and occasionally fragmented graphic approach used in Army LOE plans. In particular, the USAID graphic framework does a better job in depicting how multiple sub-IRs are interrelated and mutually supporting in achieving IRs and DOs. For example, during the classroom exercise (U.S. Army War College course PS2206) in which the team I was assigned developed an RF for post-conflict Syria, it became clear that a sub-IR of infrastructure repair would support the IR of repatriating internally and externally displaced civilians, as well as the IR of restoring economic activity and the IR of restoring social stability. This knowledge gives planners a very high-payoff sub-IR and assists in prioritization and execution of scarce resources.

Recommendation.

USAID's five-year Country Development Coordination Strategy is an effective planning tool for conducting mid-range planning. The identification of development objectives, intermediate results, and sub-intermediate results is a logical planning methodology that shares many characteristics of Army and Joint planning methodology. USAID's CDCS plans must be incorporated into theater campaign plans and understood by subordinate commanders conducting Building Partner Capacity (BPC) operations.

Implications.

If commanders and staffs do not incorporate the USAID Country Development Coordination Strategy into theater campaign plans, objectives will be disjointed and effectiveness in Building Partner Capacity operations will be limited.

Event Description.

This lesson is based on an examination of the USAID CDCS, Army mission planning, and DoD LOE planning. This lesson was developed for U.S. Army War College elective course PS2206 – International Development.



3. CONCLUSION

The lessons submitted by U.S. Army War College students during academic year 2014 provide valuable insights toward improving peacekeeping and stability operations in the future. Below is a compilation of the key recommendations from the 8 lessons presented in this publication.

- To ensure the stability, integrity, and legitimacy of national governments, it is important to establish local governance in a manner that is understood by the local population. All U.S. persons involved in this process require an understanding of the local culture and historical animosities, with a solid understanding of how governance functions. For the military, this may require instruction on how to establish local governments and how they tie in to each level of government above the neighborhood or tribal areas. It also means knowing and understanding whom to go to for help.
- The host nation actors must be involved in all major reconstruction decisions. The security of all participants, to include host nation, is dependent on all major reconstruction decisions.
- Basic Peace and Stability Operations (PSO) training is a must for those involved in logistics, contracting, engineering, or operational support of PSO operations. Value can be gained through formalizing policy and procedures for DoD support of PSO and ensuring those procedures are common to all stakeholders.
- The control of CERP funding must lie within the financial management and acquisition community. Personnel in this community are trained and skilled to handle financial resources. The implications of maintaining control of the CERP by battalion commanders undercuts the responsibility of the Financial Management Officer and Contracting Officer. Unlike other areas where a commander may have the authority to do anything not expressly prohibited completing the mission, fiscal law and funds control must be adhered to by their governing directives and regulations. Those best to understand those directives and regulations are Financial Management Officers and Contracting Officers.
- USAID and the U.S. Army Veterinary Corps should work together to facilitate the employment of VC expertise when supporting stability operations and building lasting working relationships between the two entities. This coordination and collaboration should not just be relegated to instances when both entities are supporting stability operations, but should also include staff integration and exchanges, as well as awareness

education within both agencies. VCOs should be considered for military liaison positions or internships within USAID to gain practical agricultural development experience, while fostering the collaborative relationship between the VC and USAID. Collaboration should also be considered during stateside training exercises, to maximize the effectiveness of both entities when engaged in real world development missions.

- The War College must include adequate coverage of peacekeeping and stability operations in the core curriculum for theater cooperative strategy and Joint military operations. As well, CGSC must include peacekeeping and stability operations in the core curriculum and not exclusively focus on Joint employment in theater operations. In addition, tactical level officer and NCO education must review, at a minimum, Army doctrine covering stability operations.
- Mexico and interested stakeholders must initiate strategic security and legal sector reforms in order to counter the effects of the illicit economy on economic growth and development. Collaborative efforts with stakeholders should include actions that support the lines of effort outlined in the [Merida Initiative](#). Actions to stimulate the Mexican economy and generate employment opportunities need to follow strategic lines of effort similar to those outlined in the [World Bank's Country Partnership Strategy for the United Mexican States](#). This strategic approach should focus on developing sustainable employment opportunities for low-skilled and under-served demographic groups located throughout Mexico. Achieving this objective will require collaborative efforts that unleash productivity through programs that support innovation and development of small and medium enterprises.
- USAID's five-year Country Development Coordination Strategy is an effective planning tool for conducting mid-range planning. The identification of development objectives, intermediate results, and sub-intermediate results is a logical planning methodology that shares many characteristics of Army and Joint planning methodology. USAID's CDCS plans must be incorporated into theater campaign plans and understood by subordinate commanders conducting Building Partner Capacity (BPC) operations.

Besides the recommendations above, many other thought-provoking lessons submitted by U.S. Army War College students are readily available in the SOLLIMS database. We hope you'll take some time to discover these lessons, utilize them in your planning and preparations for future stability operations, and share any additional insights/perspectives with us!

4. COMMAND POC

Lessons selected by: Mr. David Mosinski, PKSOI Lessons Learned Analyst.

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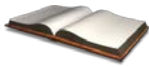
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Terwoki, Afghanistan (14 Dec 2012) – Local villagers and Mississippi National Guard members Sergeant Josh Niolet, from Raleigh, Mississippi, and Sergeant Paul Marshall, from Terry, Mississippi, peer into a karez from above while other Mississippi National Guard members of the Zabul Agribusiness Development Team (ADT) inspect the karez for damage. A karez is a system of underground channels that carry water from the aquifer at higher elevations to areas down slope.

(U.S. Army Photo by Sgt. Lori Bilyou)



RELATED DOCUMENTS, REFERENCES, AND LINKS

- [“Guiding Principles for Stabilization and Reconstruction,”](#) United States Institute of Peace (USIP) and PKSOI, October 2009
- [“Joint Publication 3-07 – Stability Operations,”](#) Joint Chiefs of Staff, 29 September 2011
- [“Joint Publication 3-08 – Interorganizational Coordination During Joint Operations,”](#) Joint Chiefs of Staff, 24 June 2011
- [“Field Manual 3-07 – Stability,”](#) Headquarters, Department of the Army, 2 June 2014
- [“Building Governance through the District Delivery Program,”](#) SOLLIMS Lesson 750, David Mosinski, 20 June 2011
- [“Social Mentoring – Understanding the People,”](#) SOLLIMS Strategic Lesson Number 4, Dan French and David Mosinski, 28 March 2012
- [“The De-Baathification of Iraq,”](#) Ryan Pavel, April 2012
- [“The Occupation of Iraq: A Military Perspective on Lessons Learned,”](#) Major Matthew R. Hover, International Review of the Red Cross, Vol. 94., No. 885, Spring 2012
- [“SOLLIMS Sampler – Improving Host Nation Security through Police Forces,”](#) PKSOI, 6 January 2014
- [“Commander’s Emergency Response Program \(CERP\),”](#) SOLLIMS Lesson 1084, Pete Lane, 17 June 2013
- [“Handbook 09-27 – Commander’s Guide to Money as a Weapons System,”](#) Center for Army Lessons Learned (CALL), April 2009
- [U.S. Army Veterinary Corps](#) [website]
- [United States Agency for International Development \(USAID\)](#) [website]

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SOLLIMS SAMPLER

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