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INSIDE: Enhancing Security Cooperation through Aligned Strategic Planning





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Director's Corner



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Developing and Delivering Border Management Strategic Planning in Conflict Affected States

*by Ms. Rachel Bare
New Century US*



Introduction

The increase in transnational terrorism and organized crime in many regions of the world has created insecurity and restricted economic development in many countries. These threats cause particular harm to countries which are emerging from conflict or are vulnerable due to a porous border and a lack of regulatory security structures. Good border management is vital to countering these threats, facilitating legal movements of people and goods, improving trade and commerce, and encouraging external investment.

Developing a border management strategy provides more secure and efficient border controls, reduces vulnerabilities of porous land, water, and air borders, and improves interagency and international cooperation by strengthening internal, bilateral, and regional agreements. This strategy should be developed in collaboration with other international partners and donors where their programs have an impact on cross border security issues.

New Century US¹ supports the Global Security Contingency Fund (GSCF)² - Border Security Strategy Development (BSSD) Program delivered in West Africa to counter the regional threat from Boko Haram. This program has demonstrated the opportunity to successfully coordinate cross-border security cooperation between countries with common security threats and challenges. The development of a regional border security framework and national border security strategies has been the core of this training program.

This article will provide high level best practices in developing and delivering a border management strategic planning program in conflict affected areas.

Border Security Verse Border Management

The influx of Syrian refugees to Europe and the potential terrorist threats from organizations like the Islamic State of Iraq and the Levant (ISIL) crossing international borders has made border security and border management more relevant in today's society.

Border security is the protection of borders from dangers and threats including illegal incursion, insurgency, terrorism, organized crime, smuggling of illegal goods, tax evasion, and illegal migration. More frequently used in today's society, the term border management is used to include border security and also the legal facilitation of people and goods through borders.

Most of the international organizations helping countries develop border management strategies focus on “three pillars of cooperation” to improve cooperation and information sharing within each individual organization responsible for border security; between the different border security organizations (e.g. Police, Customs, and Immigration); and between international cooperative groups, especially neighboring countries.

Another key element of border management is engagement with local border communities that will be affected by increases in security, but will also benefit from more efficient border crossing points used for daily trading and selling of produce at local cross border markets.

Key Elements of Border Management Strategic Planning

Border management strategic planning contains three elements: developing strategy, implementing a plan, and monitoring and evaluating progress.

The Strategy is a high level plan with a shared vision statement between the participating agencies which includes a number of agreed objectives. The Implementation Plan outlines detailed actions to deliver the strategy with identified ownership of tasks, required resources, a budget, and an implementation timeline. Lastly, the Monitoring and Evaluation phase is executed post strategy and tracks the progression of the implementation plan, to include recommended adjustments if gaps are clearly visible in the strategy.

Steps to Delivering Border Management Strategic Planning Training

Step 1: Donor Kickoff Meeting

The first step in delivering a successful program is obtaining political support from the donor country and target country. The organization selected to execute the program should set up a donor kickoff meeting to confirm that there is agreement on the overall strategy, training objectives, and final deliverables. Once the meeting is complete, there should be a clearly defined path that outlines the methodology of training, timeline, budget, and profile of the trainers needed to complete the program.

Step 2: Trainer Selection

When selecting a team of trainers, the donor will need to identify specific qualifications; however, the organization selected



to execute the program should make the final interviewing and hiring decisions as they are the most qualified to do so. Experienced trainers will not just have an impressive resume, but will also be dynamic instructors, up to date in international best practices, and easily adaptable to changes in the operational and training environments.

Step 3: Research

One of the most overlooked steps in developing any program is open source research. Open source research should include, but not be limited to:

- Current border management initiatives/strategies
- International organizations providing border management support
- Current border threat assessment
- Other existing mitigating strategies that are relevant to border security (counter terrorism, organized crime and migration)

Step 4: Pre-Training Visit

While the organization selected to execute the program is finalizing deliverables from the kickoff donor meeting and doing open source research on the target country, an assessor (a donor country representative, contracted company, or newly hired trainer(s)) should execute a pre-training visit. Nominally, this visit is necessary to establish the logistics for the program. The assessor should meet with the U.S. embassy for logistic

support and the Regional Security Officer (RSO) to understand the country's current threat level. Additionally, the assessor should scout the venue and accommodations and meet with the interpretation team to ensure they possess the requisite linguistic capabilities and understand any special terminology for the course.

The assessor should meet with the country's government representatives to confirm political support from the target country, as well as beginning to form an initial relationship with the supported government ministry or department that will provide strategic oversight and monitoring of the training program, while ensuring their training expectations are understood and covered in the strategy. The assessor should use the time in-country to better understand the operational environment of their borders through a short workshop with governmental officials responsible for border threats, or by physically visiting the borders and talking with the border security officers.

Lastly, the assessor should work with the country's government to identify potential participants that would need to be added to the vetting process for the course. Currently, the vetting process for participants is less than optimal. Under the current scheme, the target country is provided minimum qualification requirements to select candidates for the program. Once the candidates are selected by the country, they usually are required to undergo a vetting process by the donor country which is ultimately a background check. Although this process is beneficial to "clear" an individual's background, it is not sufficient

for capturing the correct candidates with the level of experience needed to build out a proper border management strategic document and implementation plan. By having an assessor onsite prior to the initial cut, they can help scout vetted participants for the proper knowledge/background in order to utilize the country's full potential and get the best possible deliverables out of the program.

Step 5: Delivering the Program

Each step is an iterative process, building upon each other. If the steps are completed in sequence, such as the trainers having prepared and translated (if necessary) the core program materials, participants are properly vetted, the onsite logistic support coordinated, and interpreters briefed by the assessor, the delivery of the program should go smoothly. The program will normally be a mix of theory presentations, case studies, group exercises, discussions, and the final drafting of the core deliverables. The program follows a specific methodology for strategic planning of border management. It is important to note that when identifying the methodology, the trainers should be applying the best international practices to incorporate key elements suitable to the target country's operational threat environment, and to improve the effectiveness and efficiency of their border controls. By the end of the program, the participants should walk away with a new knowledge base in strategic planning, hard copies of all materials to share with their agencies, contact lists of all the participants so that they can keep working together after the program, and the final deliverables of their national border management strategy and implementation plan outlining the activities needed to move their strategy along.

Step 6: Monitoring and Evaluation

The monitoring and evaluation (M&E) element is a critical component to the success of the program. The purpose of M&E is to monitor the progress of the program and to identify if the objectives that were outlined in their strategy are being met. This can be achieved through the introduction of key performance indicators (KPIs) embedded in the process that measures the effectiveness of the strategy and any newly introduced capacity building support. KPIs will establish baseline measurements at the conception of the program and then be reviewed at specific intervals over the lifespan of the strategy to establish if positive progress is being achieved and the strategic objectives are on track. Examples of KPIs could be the number of arrests made at the border for terrorist offenses, the waiting times at busy land border crossings for heavy goods vehicles, the number of border officers trained in identifying false travel documents, or the introduction of a new border information management system.

To assist this process, it is important that the trainers return to the target country and confirm the institutional framework for strategic ownership and oversight is in place, and if there are any shortfalls in capacity building that requires further assistance by the original donor or international community.

Conclusion

Poor border management contributes to the increasing global risks from terrorism, organized crime, and illegal migration. Recent evidence suggests that these three are inextricably linked and they continue to evolve and adapt. Failure to improve national border security often has a negative impact within a region; increasing insecurity and instability, raising political tensions, and restricting economic prosperity.

With today's threat level, donor countries are in a unique position to deliver comprehensive and dynamic programs on border management strategic planning. A program with this level of impact and potential contribution to target countries needs to be charted properly. By incorporating the key elements of strategy, implementation plan, and monitoring and evaluation and following these best practice steps for developing and delivering a program, you are positioning your program to succeed.



Rachel Bare – New Century US Program Manager for the Global Security Contingency Fund (GSCF) Regional Border Security Program (RBSP) – Countering Boko Haram (CBH). Rachel has spent most of her professional career supporting the U.S.

Intelligence Community. She holds a strong background in defense and intelligence with an emphasis on counter-terrorism strategies.

Notes:

¹ New Century US is a leading global provider of police and military intelligence capacity building services. Currently, NCUS works for the U.S. government to train and mentor foreign security forces that are supporting U.S. military and foreign policy objectives.

² The Global Security Contingency Fund (GSCF) – Border Security Strategy Development (BSSD) is a pilot program that permits the Department of State (DoS) and Department of Defense (DoD) to pool money and expertise to address emergent challenges and opportunities to a partner countries' security and justice sectors. This particular appropriation was designated to Nigeria, and neighboring countries (Niger, Cameroon, and Chad) to counter Boko Haram. For more information on GSCF, please visit <http://www.state.gov/t/pm/sa/gscf/>

PKSOI Staff meets with Ms. Walia from Kenya to discuss Peacekeeping Collaboration

U.S. Army Peacekeeping and Stability Operations Institute (PKSOI) Professor Rick Coplen organized a meeting on 6 November 2015 between PKSOI personnel and Sudesh Walia, peace trainer and promoter as well as past president of the Rotary Club of Nairobi, Kenya. Discussions, spanning multiple disciplines, focused on potential collaborations between PKSOI, Rotary International, and Rotary Clubs in Kenya, Ethiopia, and South Sudan. Collaborative opportunities discussed included Rotary Peace Scholars and Rotarians from Africa serving as PKSOI Fellows and Interns, publication contributors, guest lecturers in PKSOI elective courses (in person and virtually), and participants in the Peacekeeping Communities of Practice in the Stability Operations Lessons Learned Information Management System (SOLLIMS).



Originally from New Delhi, Ms. Walia moved to Kenya in the 1970s to pursue a career in teaching, eventually becoming a School Principal, whose schools earned national academic awards. She has a record of humanitarian service and is very active in international projects specifically promoting peace, health, education, community and economic development in Kenya, Ethiopia, South Sudan, and beyond.

Several PKSOI staff and professors are also members of the Rotary Club of Carlisle, which sponsored Ms. Walia's visit to Pennsylvania. These PKSOI Rotarians promote community development locally and peacekeeping and stability activities internationally. PKSOI is also facilitating Ms. Walia's visit in mid-January 2016 to the International Peace Support Training Centre in Nairobi, Kenya, where further collaboration opportunities will be explored.

Prof. Coplen manages the PKSOI Electives program at the U.S. Army War College and teaches the hybrid PKSOI course, "Facilitating Collaboration: Economic and Infrastructure Development" for War College resident and distance students.



News

PKSOI Participates in the 2015 NATO Lessons Learned Conference, Amadora Portugal

PKSOI's Mr. David Mosinski participated in the 2015 NATO Lessons Learned Conference held 10-12 November 2015 in Lisbon, Portugal – hosted by NATO's Joint Analysis and Lessons Learned Centre (JALLC). This session brought together 200 participants from NATO military organizations, governmental organizations, partner nations, and intergovernmental and non-governmental organizations (IOs/NGOs). The panels were designed to provide key insights and lessons from NATO operations focused at the strategic and operational levels, as well as updates on programs designed to improve lessons learned practices. Primary topics were: Lessons learned (LL) from past and current operations (OEF, Resolute Support, and Inherent Resolve), LL from NATO exercises, and lessons from crisis management operations (crisis in Ukraine and Ebola response in West Africa). The LL process supports NATO transformation, learning & interacting with non-military entities. This event provided opportunities to engage with NATO and partner nation analysts on projects/studies related to lessons from recent peace & stability operations. The event was mission-critical to the Army, since the Army

has been designated as Joint Proponent for Peacekeeping and Stability Operations (P&SO), with PKSOI designated as the Army's "lead." PKSOI was tasked by JROCM 172-13 to leverage the lessons learned process to develop blueprints on stabilization capabilities. To download the complete conference report [click here](#).



"Flying the airplane while designing and building it, and delivering ordnance at the same time."

MG Peter Gersten, Deputy Commanding General for Combined Joint Task Force – Operation Inherent Resolve



PKSOI Supports AFRICOM/UNDPKO Women, Peace, and Security and Peacekeeping Workshop Addis Ababa, Ethiopia

AFRICOM and the UN partnered to host a Women, Peace, and Security (WPS) Peacekeeping Operations (PKO) Workshop from 08-10 December 2015 in Addis Ababa, Ethiopia. The workshop consisted of 62 attendees from 17 countries including 9 who came out of UN missions in Africa.

The main objectives were:

- . Promote awareness and a common understanding of the WPS agenda in PKO.
- . Strengthen the understanding of relevant WPS policies, guidance, and training for uniformed personnel for better use.
- . Address the importance of increasing the recruitment of women in national security sectors through National Action Plans (NAPs).
- . Identify related challenges, opportunities, and partnerships to strengthen implementation of the WPS agenda in UN PK missions.
- . Facilitate an exchange of good practices and lessons learned relating to implementation of the WPS mandate in PK.
- . Identify areas for further needs assessments on technical expertise, capacity building, and entry points for enhanced partnership. Workshops, such as this one, are crucial in advancing the role of women in peacekeeping operations worldwide and building relationships.



PKSOI Supports United Nations MINUSMA Mission in Bamako Mali

PKSOI's Professor Dwight Raymond participated in a visit to MINUSMA with representatives from AFRICOM, U.S. mission to United Nations, and U.S. Army Africa. The visit was intended to assess the challenges confronting MINUSMA and the Force Headquarters and:

- Gain insight on the performance of contingents from troop-contributing countries and multinational staffs
- Assess the integration of civilian and police components
- Assess cooperation with Malian security forces, French Operation Barkhane, and European Union training mission



MINUSMA Force Commander Visits Anefis in Northern Mali

Major General Michael Lollesgaard, Force Commander of the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) meets with representatives of the Plateforme and of the local government during his visit in Anefis, in northern Mali.



News

PKSOI Support to Training and Education

PKSOI Supports the Italian Post Conflict Operations Center

8-14 Nov 2015 - PKSOI's Mr. Tony Lieto provided a program of instruction on Stability Operations as directed by the Army's G-3-5-7. The aim of the stabilization and reconstruction courses was to provide military, police, and civilians at the senior ranks with knowledge and skills required in crisis areas. Countries in attendance included Italy, Denmark, Malta, Macedonia, Oman, Jordan, Serbia, and the United States.



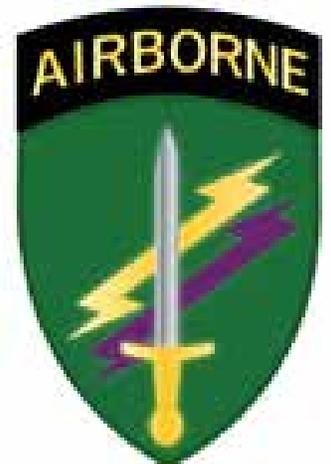
PKSOI Supports USAREUR Army Security Cooperation Planners Seminar

8-11 Dec 2015 - PKSOI's Mr. Tony Lieto provided instruction and presentations to USAREUR Commanders and staff on the security cooperation processes. A modified 32-hour Army Security Cooperation Planners' Course was developed by PKSOI and HQ DA G-3/5 to meet USAREUR's requirements. DA-3/5 along with PKSOI sent four personnel at USAREUR's expense to conduct the seminar for 40 personnel, which included personnel from USAREUR Headquarters and subordinate EUCOM, and MARFOREUR units.



PKSOI Trains RAF to the 403rd CA Bn Deploying to the HOA

4-6 Dec 2015 - PKSOI's Professor Dwight Raymond provided training on Peace Operations to the 403 CA Bn in support of their upcoming deployment to CJTF-HOA. The RAF training will enable the unit to provide training to partnered African militaries during deployment. The training presented on a weekend drill at Fort Drum NY was a condensed (1.5 day) version of the 5-day RAF peace operations training package developed by PKSOI, and seemed well-received.





African Standby Forces: The Optimal Mechanism for Multilateral Theater Security Cooperation

by Major Alan E. Van Saun, U.S. Army



The origin of the popular maxim that “it takes a village to raise a child” is often attributed to an African proverb. Although overused in contemporary analysis to simplify how Africans approach problem solving, the fundamental idea of collective solutions to complex problems still deserves recognition. Collective problem solving is especially relevant to the United States Government (USG), which continues to search for efficient ways to implement security strategies in a future defined by diminishing resources and competing demands. One such way is Security Cooperation,¹ as implemented through the Theater Security Cooperation Programs (TSCP) developed by Geographic Combatant Commands (GCC). As AFRICOM develops future Theater Security Cooperation Programs, planners need to allocate resources in an efficient manner to maximize the impact and influence on the continent. Fortunately, structures within the African Union (AU) provide a venue in which to do so, but the proper authorities and conditions may not exist. To be more effective in implementing Theater Security Cooperation Programs, AFRICOM needs to develop multi-lateral security cooperation programs and seek authorities that build the capacity requested by existing, legitimate AU regional mechanisms.

The idea of investing in regional security organizations is not a novel concept, and it is one already promoted by current policy and national strategy. Within the policy realm, the most recent Presidential Policy Directive (PPD-23) for U.S. Security Sector Assistance delineates the necessity to strengthen multinational and regional defense organizations to maximize the impact of limited resources.² Prior to publishing this policy, the Department of Defense (DoD) already recognized the same necessity, “Whenever possible, we will develop innovative, low-cost, and small-footprint approaches to achieve our security objectives, relying on exercises, rotational presence, and advisory capabilities.”³ More recently, DoD delineated a regional theme more specifically towards Africa in the 2015 Quadrennial Defense Review: “In Africa... sub-regional organizations are playing an increasingly prominent role in maintaining and restoring international security... in threat environments that previously would have deterred multilateral action.”⁴ Although ample evidence demonstrates the USG’s desire for multilateral investment as an efficient method for achieving national security objectives, AFRICOM needs institutions capable and willing to provide partnership.

The AU’s organizational structure provides a venue for AFRICOM to inject resources at the regional level. Numerous organizations make up what is collectively known as the African Peace and Security Architecture (APSA). The AU established the Peace and Security Council (PSC) to provide policy oversight and an early-warning system to assist in timely deci-

sion-making for African crisis. Participation in the PSC is organized around five regions, each with a corresponding African Standby Force (ASF) brigade. The ASF is a multi-disciplinary, continental peacekeeping force comprised of military, police and civilian components, which are on standby in their regions of origin and available to the AU for deployment in times of crisis. The regional brigades are based on three Regional Economic Communities (RECs) and two Regional Mechanisms (RMs): the Economic Community of West African States (ECOWAS), the Economic Community of Central African States (ECCAS), the South African Development Community (SADC), the Eastern African Standby Force (EASF) and the North African Regional Capability (NARC).⁵ Each of these five ASFs provide the optimal impact points for AFRICOM while maintaining the AU’s legitimacy.

Operations over the last three decades demonstrate the value of solving problems regionally in Africa. The establishment and subsequent operations conducted by ECOWAS provides just one example of a regional security approach, having intervened in Liberia, Sierra Leone and Guinea Bissau in the 1990s. Predating the AU, the collective efforts by ECOWAS created a trend toward regional security which continued into the twenty-first century.⁶ The actions taken by ECOWAS under its Mechanism for the Prevention, Management, and Resolution in both Guinea and Guinea Bissau from 2005 to 2010 illustrate a continued trend. While it can be argued that ECOWAS never achieved its objectives in fully restoring peace in West Africa, the ECOWAS initiative illustrates the foundational requirements of political will and mobilization of resources at a regional level to address sub-regional problems. The initiative is based on the premise that peace and security are pre-requisites for balanced economic development and advancement as they largely determine the direction and pace of economic and political reforms in a country.⁷ Although ECOWAS is the oldest REC, and only one of eight within the AU, the operational examples provide substantial evidence for AFRICOM to prioritize regionally focused engagement within TSCP.

Military and government officials throughout Africa are fully aware of the advantages of operating regionally, and express the desire to improve the capability. Uganda, which is a large force provider to operations in East Africa, is one proponent of the regional approach. In a recent media interview, LtCol Paddy Ankunda, a spokesperson for the Uganda People's Defense Forces proclaimed, “Joint [regional] standby forces are the way to go...if we did not quickly move to South Sudan when the crisis broke out in 2013, the situation in the country could have been far worse.”⁸ Also in East Africa, the PSC more recently placed the EASF as a focal point for resolving the crisis in Burundi.⁹ This sentiment is shared in other regions, such as

West Africa, where Colonel Rabe Abubakar stated during his assumption as the Nigerian Defense Headquarters Director of Information that, "There is absolute need for synergy of efforts and collaboration among all stakeholders to re-strategise [sic] in the area of information collection, management and determination in counter terrorism and insurgency."¹⁰ Finally, a report from a retreat held by the AU Panel of the Wise, an elected advisory council for the Union, recommended, "There is a need to focus on regional developments in areas such as West Africa, the Mano River Union, the Horn of Africa and the Great Lakes region where conflicts that begin in one country tend to spill over into neighbouring [sic] countries."¹¹ With an affirmed commitment from African leaders to strengthen the existing regional mechanisms, a regionally focused TSCP must next identify specific areas for improvement.

Since the establishment of ASF, and the subsequent adoption of a developmental roadmap, several studies identified the short-falls within the regional brigades and throughout APSA. While some studies provide detailed adjustments that should be made to force structure and command relationships, those details are outside the purview of this paper.¹² Additionally, drastically changing a structure designed and supported by the AU would undermine the credibility of both the AU and AFRICOM.

Instead, AFRICOM can make short-term investments with long-term, multilateral gain that promote regional institutions.

The first opportunity for AFRICOM to build regional capacity is by investing in the authorized and partially implemented regional centers of excellence. Examples of these centers include the National Defense College in Abuja, the Kofi Annan International Peacekeeping Training Centre in Accra and the recently inaugurated Peace Support Training Center in Ethiopia.¹³ These centers provide a regional injection point for capacity building resources, support AU developed infrastructure and provide a long-term return on investment. Additionally, once resourced, the centers could provide not only a venue for training, but also a staging location for mobilization and logistics.

A second sector that provides multilateral capacity building opportunities for AFRICOM is communications. The primary mechanism for communication between the regions and AU headquarters is the Continental Early Warning System (CEWS). The system consists of two levels: a centralized continental Situation Room that provides timely information for the PSC and AU decision-makers, based on data provided by the five regional-level monitoring stations. Even though the central Situation Room is well-established, there are numerous



areas for improvement including sufficient infrastructure at the regional level and analyst training at all levels.¹⁴ Using staff training programs to train the analysts, and others, provides AFRICOM with efficient capacity building mechanisms which can be expanded to include other warfighting functions.

Command and Control (C2) is one such function which provides AFRICOM a third venue for regional capacity building. Many reports note that the current command structure within the APSA consists of the AU Peace and Security Directorate and the headquarters of each ASF brigade, but nothing in between at the operational level.¹⁵ These reports recommend creating a deployable operational level headquarters at AU and improving the capabilities of the current staffs. As previously mentioned, creating a new HQ is not recommended; however, the lack of C2 presents a capacity building opportunity. The ASF structure is designed for centralized planning at the executive level of the AU with decentralized execution at the brigade level and below.¹⁶ A decentralized execution construct is not dissimilar from U.S. doctrine and the recent emphasis on Mission Command. Therefore, AFRICOM is well-suited to provide the staff training needed at both AU headquarters and ASF brigades, through the implementation of Mission Command.

While the shortfalls within the APSA present opportunities for AFRICOM, diverse challenges exist within Africa and the USG that prevent AFRICOM from acting. The most prominent obstacle for AFRICOM is the lack of necessary authorities to conduct multilateral capacity building. A plethora of security cooperation and security assistance authorities exist between DoD and the Department of State (DoS); however, these authorities provide mostly bilateral opportunities.¹⁷ Although bilateral authorities have their advantages for quality control and funding oversight, providing resources and training directly to troop contributing countries undermines AU systems.¹⁸ By investing resources to build capacity multilaterally, AFRICOM can avoid undermining the AU and can use limited resources more efficiently.

The best available authority is the African Contingency Operations Training and Assistance (ACOTA). ACOTA is a program within DoS aimed at enhancing the capacity of African partner nations to participate in worldwide multinational peace operations. The program provides field and staff training for battalion, brigade and multinational force headquarters personnel in a "train-the-trainer" model, but the authorities are built for bilateral training.¹⁹ Once again, the bilateral restriction hinders AFRICOM from developing the regional institutions. Although the objectives of ACOTA provide a good foundation, the scope of the authority should be expanded to allow multilat-

eral engagement and additional mission sets outside of peace-keeping operations.

The second type of missing authority is the provision of AFRICOM capacity building for police and other civilian organizations inherent to the ASF. Leaders within the AU and outside critics agree that the ASF lacks the civilian and non-military police capabilities required for multidimensional operations.²⁰ Even if the AU adds this capability to the ASF, and it should, AFRICOM unfortunately cannot help build it.²¹ A new authority could be created independently or included into an expanded ACOTA program. However, without the proper multilateral authorities, AFRICOM cannot meet the needs requested by the AU and ultimately contribute to the regional institutions.

On the continent, the primary obstacles facing AFRICOM are building trust between African countries within a region and synchronizing efforts with other non-African countries operating on the continent. In many countries, the budgets and doctrine of the military are considered top secret.²² Classifying documents as such prevents the ability of countries within a region to jointly procure equipment or conduct combined training. While AFRICOM cannot be expected to eradicate the historical barriers of trust, these countries will need to understand the cost benefits of combined procurement, training and doctrine development in support of the regional mechanisms.

The second obstacle within Africa, created by competing interests of U.S. allies, also provides opportunities for AFRICOM. AU leaders note that multiple channels of partner engagement throughout Africa create a duplication of effort, an inefficient budgeting and resourcing process, and possibly regional competition between countries.²³ The AU should create continental and regional strategies to synchronize multi-donor support, and AFRICOM can assist with this effort. In doing so, AFRICOM can also identify the various authorities that allies bring to capacity building, potentially filling the previously discussed gaps.

In summation, efforts by the AU over the last decade, based on historical precedence and security needs on the continent, provide AFRICOM with a venue to build capacity at the regional level. The REC have demonstrated the ability to organize and operate regionally, and clearly express the desire to continue investing security assets at this level. As the DoD budget continues to shrink in the future, AFRICOM will need methods to efficiently apply resources in a way that maximizes the long-term effect. Building the capacity and capabilities of the ASF and other institutions throughout the APSA provides this venue. With new or improved authorities, and a regional focus, AFRICOM will best achieve its mission in the future.





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Notes:

¹ Security Cooperation is broadly defined by DoD as activities undertaken by the Department of Defense to encourage and enable international partners to work with the United States to achieve strategic objectives. Department of Defense, Department of Defense Directive (DODD) 5132.03, DoD Policy and Responsibilities Relating to Security Cooperation, Washington, DC: U.S. Government Printing Office, October 24, 2008, p. 1.

² Office of the Press Secretary, "Fact Sheet: U.S. Security Sector Assistance Policy," available from www.whitehouse.gov/the-press-office/2013/04/05/fact-sheet-us-security-sector-assistance-policy, accessed on September 20, 2015.

³ Department of Defense, Sustaining U.S. Global Leadership: Priorities for 21st Century Defense, Washington, DC: U.S. Government Printing Office, January 2012, p. 3.

⁴ Department of Defense, 2014 Quadrennial Defense Review, Washington, DC: U.S. Government Printing Office, March 4, 2014, p. 5.

⁵ Olusegun Ogundeji, "As African Standby Force become operational in two months," available from <https://oluseguntoday.wordpress.com/2015/11/09/understand-the-african-standby-force-as-it-becomes-operational-in-january/>, accessed December 23, 2015.

⁶ Kwesi Aning, "Africa: Confronting Complex Threats," Coping With Crisis Working Paper Series, February 2007, p. 6.

⁷ Takwa Zebulon Suifon, "ECOWAS' Sub-regional Peacekeeping: Learning through Experience," available from http://www.wanep.org/wanep/attachments/article/101/tp_ecowas_subregional_peacekeeping.pdf, accessed December 23, 2015.

⁸ "Future, survival of African militaries lie in joint operations, arms purchases," *The East African*, September 7, 2015.

⁹ James Karuhanga, "East Africa: Regional Standby Force Invited as African Union Meets Over Burundi," *AllAfrica.com/stories/201511160846.html*, November 14, 2015.

¹⁰ Ayorinde Oluokun, "New DHQ Spokesperson Col. Rabe resumes as Olukolade bows out," *PMNews*, August 4, 2015.

¹¹ "The African Union Panel of the Wise: Strengthening Relations with Similar Regional Mechanisms," *The African Centre*

for the Constructive Resolution of Disputes, 2013.

¹² These improvements include completely redesigning the ASF brigade structure, expanding and adding headquarters elements between the ASF and AU, and building additional bases. See Jeffery E. Marshall, "Building an Effective African Standby Force to Promote African Stability, Conflict Resolution and Prosperity," *Crisis States Discussion Papers*, No. 16, April 2009.

¹³ Solomon Mekonnen, "Ethiopia: Peace Support Training Centre Inaugurated," *AllAfrica.com*, June 28, 2015. For an additional list and map of training centers in Africa, see "Peacekeeping Training Centers in Africa, Middle East and Asia," Center for International Peace Operations, available from <http://www.iaptc.org/>, accessed December 27, 2015.

¹⁴ Paul D. Williams, *War & Conflict in Africa*, Malden, MA: Polity Press, 2011, pp. 160-162.

¹⁵ *Ibid.*, p. 164 and Jeffery E. Marshall, "Building an Effective," pp. 7-8, 13-15.

¹⁶ Jeffery E. Marshall, "Building an Effective," p. 8.

¹⁷ For a full list and description of authorities, see Defense Institute of Security Assistance Management, "The Management of Security Cooperation (Green Book) - 33rd Edition," available from www.disam.dsca.mil/pages/pubs/greenbook.aspx, accessed September 20, 2015.

¹⁸ Paul D. Williams, "The African Union's Conflict Management Capabilities," *Council on Foreign Relations Vol. 22*, 2011.

¹⁹ Department of State, "African Contingency Operations Training and Assistance (ACOTA) Program Fact Sheet," available from www.state.gov/r/pa/prs/ps/2013/02/203841.htm, accessed September 22, 2015.

²⁰ Paul D. Williams, "Peace Operations in Africa: Lessons Learned Since 2000," *Africa Security Brief No. 25*, July 2013, p. 7.

²¹ Section 660 of the Foreign Assistance Act, enacted by the U.S. Congress in 1974, declared that no funds "shall be used to provide training or advice... for police, prisons, or other law enforcement forces for any government." See James. J. Saulino, "Fix the Foreign Police Training Diaspora," available from www.stimson.org/spotlight/fix-the-foreign-police-training-diaspora/, accessed September 22, 2015.

²² "Future, survival of African militaries lie in joint operations, arms purchases"

²³ Jakkie Cilliers, "The African Standby Force: An Update on Progress," pp. 12-13.



Evolving From The Swarm: Organizational Change Advances Security Cooperation Planning

by Major Ian J. Townsend, U.S. Army



MG Clarence K. K. Chinn commanding general of Army South, talks with Colombian soldiers after a military demonstration in Tolemaida, Colombia, Nov. 20 2015. MG Chinn was there as part of the Commanders Conference of the American Armies, which the U.S. hosts next.

Introduction

Have you worked in a unit or organization that seemed very short sighted? Where it felt like the command was only focused on the here and now, never looking more than a week out. You recall thinking that a majority of the members of the organization only worked on the current operation. As an analogy, it was as if the unit functioned like a youth soccer team and everyone's myopic focus was the ball directly in front of them as they collectively moved like a swarm of little bees. What is needed, you thought, was to widen the command's perspective, to look deeper into the future, the way an advanced soccer team covers the whole field. As such, the team that learns to work together and anticipates achieves more victories.

Organizational change is difficult, as demonstrated through the thousands of books available on the subject. This article is not intended to offer more solutions to this complex challenge, but it will show how one operational level command, United States Army South, has taken steps to evolve, beyond its tendency to swarm.¹ This article explains how the command's leaders began

to evaluate their security cooperation planning processes and products by asking a few key questions such as: What are the activities we are conducting?; What are the objectives of our security cooperation plan?; How do we know our objectives are correct?; What is our progress towards achieving our objectives? The answers to these questions were deemed unsatisfactory. As a result, senior leaders reallocated finite resources, and empowered the staff to make genuine changes to the security cooperation planning process. This article will show how empowering subordinate leaders can create a more effective organization. Equally, this is not an article that postulates a utopian solution. Army South has struggled to implement its changes through a series of fits and starts; and as this article will show, some suboptimal processes remain. The aim of this article is to spark an idea that energizes change in other staffs that are also evaluating their processes and procedures.

A plan to conduct security cooperation does not seem on its surface to be too difficult to craft and implement. However, any planner knows superficial analysis of complex activities does not reveal the true intricacies that lie beneath. Due to the many



complexities that lie in any activity conducted across interagency lines as well as those inherent in intergovernmental relations this is nowhere more pronounced than in the crafting of a security cooperation plan. Within the DoD, security cooperation plans begin at the Combatant Commander (CCDR) level with the Theater Campaign Plan (TCP). CCDRs then direct each theater service component to write its supporting document called a Campaign Support Plan (CSP). Although the U.S. military codifies its procedures for action through authoritative guidance on fundamental principles in doctrine, the method for how a component command crafts its CSP is not prescribed. Joint and service doctrine contain references that guide both planning and security cooperation. Therefore, it is logical to conclude there is a description of how to best conduct security cooperation planning. In reality, however, there is a limited body of security cooperation doctrine and what is currently published only provides minimal guidance on planning.

In 2012, The Office of the Under Secretary of Defense for Policy published the most commonly referenced document regarding security cooperation planning, The Theater Campaign Planning Planner's Handbook. While this is a credible resource, it is not prescriptive in nature and, therefore, not policy. Instead, its greatest utility is as a primer for planners as they work within their headquarters planning process to design their distinct operational approach to security cooperation. Additionally, DoD does not currently shape security cooperation planning through published doctrine although the publication of Joint Publication 3-20 Security Cooperation in the near future will help fill this void. Security cooperation is briefly discussed in other joint doctrine publications; however, no joint publication establishes a specific procedure for conducting security cooperation planning.

The Army has published three security cooperation references. In March 2013, Army Regulation 11-31, Army Security Cooperation Policy, was published. AR 11-31 was soon followed by the publication of Department of the Army Pamphlet 11-31, Army Security Cooperation Handbook, which was updated in February 2015. DA PAM 11-31 has a chapter on security cooperation planning, but like the planner's handbook it is generic in nature and more of a source of information not instruction. Lastly, there is Army Field Manual 3-22, Army Support to Security Cooperation that contains a chapter entitled "Planning and Assessment Considerations." In the title alone the reader can see that the contents are things for planners to consider and not a method for how to conduct security cooperation planning. This leaves the prescription on planning processes to the 5-0 series in Joint or Army doctrine. The Joint Operation Planning Process (JOPP) and Military Decision Making Process (MDMP), although not specific to security cooperation planning, are the

only doctrinal detailed planning processes presented to produce a plan or order.²

Previous Practices

Security cooperation planning at Army South focused on individual actions or events, but lacked a larger purpose other than building relationships. Army South routinely programmed and delivered the next calendar year's list of activities that supported United States Southern Command (USSOUTHCOM) directed security cooperation tasks throughout Latin America, without outlining the expected Army objectives for these activities. Moreover, without defined end states, Army South could not develop a way to measure the partner nations' progress towards the objectives, or even if these actions were effective solutions.

In 2013, Army South leadership refocused on the operational objectives, rather than just the programmed activities, and identified several gaps between programmed activities and constructive purposes leading to the achievement of operational objectives. In addition to pushing the staff for detailed answers about security cooperation activity, leaders also began to assess processes by which the headquarters planned security cooperation. As noted by Hartmayer, M. and Hansen, J. (2013), commanders must assess the prioritization of steady-state security cooperation tasks in contrast to other mission essential tasks, as arguably security cooperation is the most important because it is a condition-setter and enabler for other mission essential tasks.³ As such, a different process was necessary for Army South to collectively expand the planning horizon and change its focus from activities that would be executed in the next fiscal year to producing a plan that presented long range goals that partner nations could meet through focused and prioritized assistance from the U.S. military.

Army South Security Cooperation Evolution

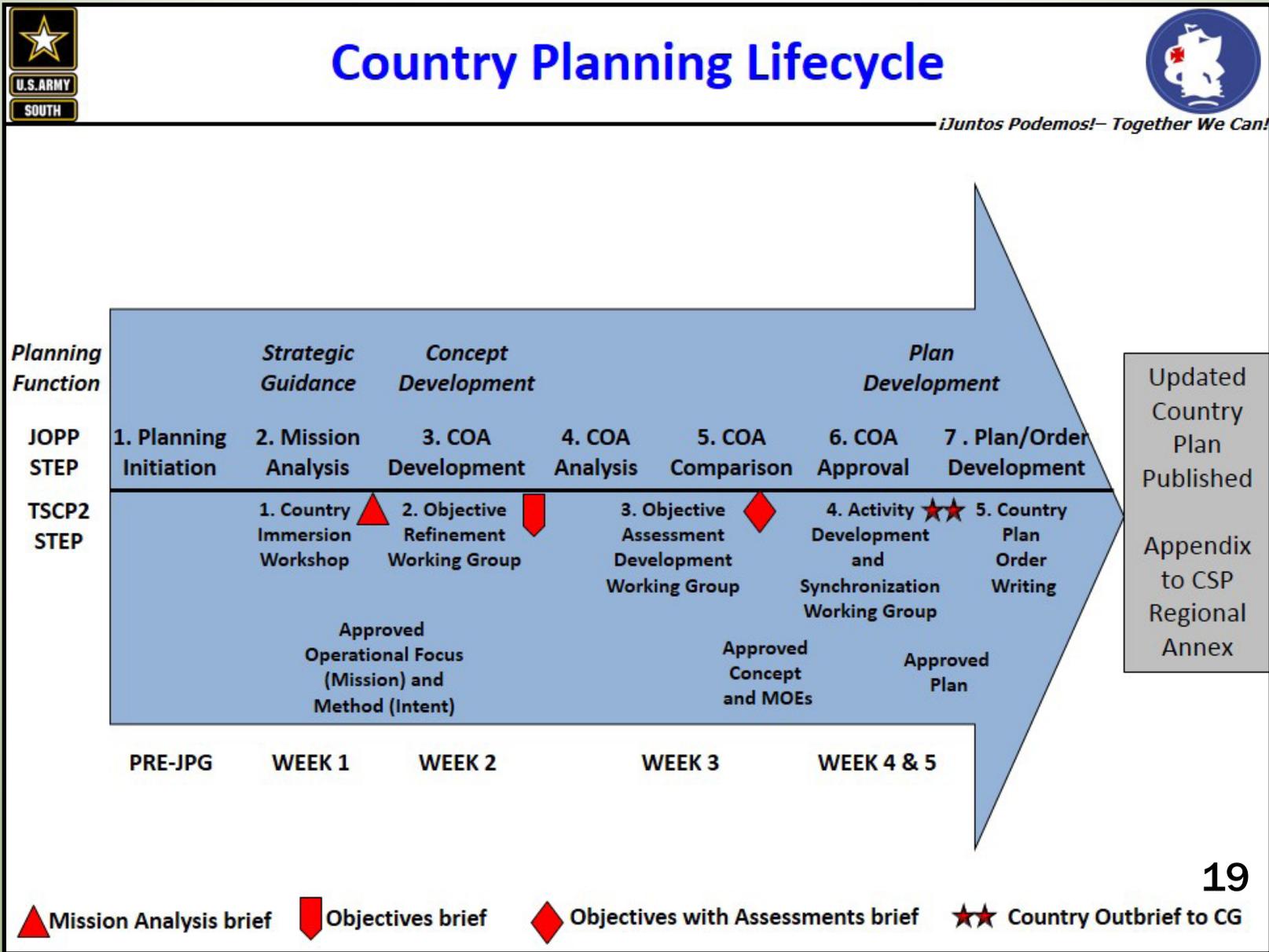
Military leaders direct their subordinates and organizations through orders. Army South's leadership empowered its staff to take action in determining how to plan by individual country in an objectives-driven method to nominate security cooperation activities.⁴ The challenge was determining how to design a security cooperation planning process that included planners from all staff directorates to build country focused security cooperation campaign plans. The security cooperation plans had to achieve clearly defined, achievable objectives over a three to five year period. An additional goal of the Army South leaders was to eliminate stove piped and isolated activities that do not reinforce building a partner nation's capacity.

The leveraging of doctrine to design a planning process that produced a clear, understandable country plan for Army South's critical partner countries fell to the G3 plans branch.⁵ The collective minds of trained planners, strategists, and operations research/systems analysts were used to design the process that would focus the security cooperation activity. Army South leaders required the planning process to include four imperatives; the process must 1) fit into the operational battle rhythm of the Army South headquarters, 2) be led by G3 plans branch and involve all directorates and eliminate stove pipes, 3) yield engagements that target host nation military requirements, and 4) produce clear products for the commander to make decisions.

The design team worked through a concept approval process to design and implement a modified security cooperation operational planning process that focused on country specific security cooperation planning within the headquarters, entitled the Theater Security Cooperation Planning Process, or TSCP2. TSCP2 is the art and science of understanding the situation for command emphasized countries in the region, and describes the desired future of their landpower forces. TSCP2 lays out

effective ways of engaging partner nation to build capabilities or increase capacities.

As currently designed, one iteration of TSCP2 for a single partner nation is a 16-day process conducted across four to five calendar weeks. Shown in Figure 1, it consists of five primary parts that align as closely as possible with the JOPP: 1) Country Immersion Workshop (Mission Analysis), 2) Objective Refinement Working Group (COA Development, Analysis, Comparison, and Approval), 3) Objective Assessment Development Working Group, 4) Node-Action-Resource Development, and 5) Synchronization Workshop, which lead to the development of a country plan. Through these steps, the process is intended to achieve five objectives: 1) develop, and on subsequent process cycles, validate a common understanding of the current operating environment, 2) develop/validate the Army South's objectives and effects for a country, 3) develop/validate the metrics for measuring progress towards the effects, 4) develop/confirm Nodes-Actions-Resources, and 5) publication of an updated Country Plan. See Figure 1 below.





Over the course of the 2014 calendar year, Army South conducted seven cycles of planning focused on an individual country. As a means of organization, planning for countries residing in the same sub-region (Central America, Caribbean, Andean Ridge, or Southern Cone) was conducted serially. This planning resulted in a definitive operational approach with clearly identified and approved objectives. The output of these country planning cycles was the publication of the Army South CSP in a doctrinal five-paragraph format with individual country plans added as appendices to sub-regional annexes.

As these country planning cycles are conducted within the TSCP2, another process, Army-to-Army Staff Talks, which allows the command to engage with partner nations operates in parallel. Prior to TSCP2 staff talks were proving incomplete because the inputs and outputs were neither formally staffed nor socialized across the entire staff, therefore they did not result in bilateral security cooperation plans and objectives that could be progressively measured and built upon during the next year's talks. The net result was a limited focus towards security cooperation goals that both armies were determined to accomplish together. TSCP2 has instituted a holistic process for integrating country planning, to include a more formalized, nested staff talks process that facilitates TSCP2 country plan development. With more detailed country plans in hand Army South's political-military professionals in the Regional Affairs Division (RAD) then support the processes by providing the essential

coordination between partner nations and Army South for a successful bilateral staff talks program.

With a current country plan, political-military professionals and planners leading these bilateral planning sessions can generally ensure discussions on any of the next year's activities (colloquially called "agreed to actions,") can be nested within an objective in the plan. Army South can also highlight to the partner nation that agreement to bilateral objectives ensure unified efforts result in more focused activities. This synchronization enhances our ability to reduce the partner nation's capability gaps more quickly than a series of unlinked activities that are not mutually supporting.

Evolution is Continuous

Army South readily identifies the security cooperation assessment process as an information gap in the command. The Army South staff is challenged with providing robust, quality objective and subjective security cooperation assessments to the commander. Weekly assessment working groups currently provide the management mechanism for this additional security cooperation sub-process, but the expected products of the assessment work group is readily recognized as modest.

When the TSCP2 was designed, measuring progress was so important to the command that, as shown in figure one, metric confirmation became the third of five sequential steps in a

country cycle. Having a step in the planning process focused on the creation and validation (as further country planning cycles are conducted) of the best possible Measures of Effectiveness (MOEs) is essential for determining progress along lines of effort, and reinforces the continuous monitoring of conditions in the assessments process.⁶ As Army South conducts additional assessment process cycles, MOEs evolve into a more comprehensive and finite product. These refined MOEs more accurately measure whether the command is truly achieving their Security Cooperation objectives. Of course, these measurements are inherently subjective and intuitive; measuring whether the planned actions are the correct actions is arguably one of the most difficult things our Army does. Army South's ability to convey the intent of MOEs has helped focus the analysis on improving partner nation capability. As the command's process to monitor security cooperation progress evolves, it should become one of the senior sub-processes in the command. Thus, exponentially increasing the understanding of our partner nations and their armies for all leaders and planners.

This article established that Army South needed to change how it was conducting security cooperation planning. The unit could not definitively articulate why activities were being conducted, or how the activities were building partner capacity in the region. It highlights how the unit's leadership fostered organizational change by empowering subordinates to modify the process that drives the critical task of planning. Through this change, the level of discussion of the entire command has risen to the strategic level. Furthermore, it has allowed the Army Service Component Command (ASCC) commander to express his concepts and vision on the CCDR and ambassadors in the region more effectively. These changes set the conditions for the better management and execution of accurate security cooperation activity and mission essential tasks achieve the Command's desired end states.

All military commands are susceptible to swarming, but through evolution in staff design and documentation of a core process, swarming can be overcome. Security cooperation planning in military organizations can always be improved. Improvement is not rapid; and requires deliberate planning of the security cooperation planning process. All organizations will have fits and starts as they work through the process of change. There will always be gaps in information and capabilities that require solutions. The material offered in this article about processes, procedural changes, and security cooperation practices give commanders, staffs, and partner nations ideas to spur change. This author hopes the lessons and examples from Army South will help inspire other commands to begin their own organizational introspection and to expand their vision on change. In doing so, your unit may begin or improve upon its own evolution from the swarm.



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Studies, Honolulu, Hawaii. MAJ Townsend commanded the 545th Military Police Company, 1st Cavalry Division during Operation Iraqi Freedom II and later served on a 101st Airborne Division rendezvous in Afghanistan.

Notes:

¹ United States Army South is the landpower service component command for United States Southern Command (US-SOUTHCOM) whose region encompasses the 31 countries and 15 dependencies and areas of special sovereignty of Latin America south of Mexico.

² Michael Hartmayer and John Hansen, "Security Cooperation in Support of Theater Strategy," *Military Review*, (January-February 2013), <http://usacac.army.mil/CAC2/MilitaryReview/Archives/English/MilitaryReview_20130228_art007.pdf> (21 April 2015) Lieutenant Colonels (Retired) Hartmayer and Hansen offer in their article an additional method of conducting security cooperation planning, the Army's targeting methodology (decide, detect, deliver, and assess). They state, "(It) is a time-tested model that can serve as a foundation upon which to base the process. The creativity of the service component commander and staff is the only limit on the development of theater - or service - specific security cooperation planning models or methods."

³ Michael Hartmayer and John Hansen, "Security Cooperation in Support of Theater Strategy," *Military Review*, (January-February 2013), http://usacac.army.mil/CAC2/MilitaryReview/Archives/English/MilitaryReview_20130228_art007.pdf

⁴ John P. Kotter and Dan S. Cohen, *Heart of Change* (Boston: Harvard Business Review Press, 2002) viii. Empowering action is step five of the eight-step process for leading change.

⁵ The Army South G3 Plans branch evolved into the ACoS G5 directorate in January 2015 through a commander directed headquarters reorganization due much in part to the initial successes achieved by the command's modifications of processes and procedures as explained in this article.

⁶ The Joint Staff. Joint Publication 5-0, *Joint Operation Planning*. Washington, DC: U.S. Government Printing Office, 2011. See Appendix D, Assessments.





Civil Affairs Association

Civil Affairs Symposium: "Civil Affairs: A Force for Engagement and Conflict Prevention"

by U.S. Army Colonel (Ret) Christopher Holshek

What We Learned

We can Mobilize the Masses

We can Influence Human Behavior

Can this become a Capability?



SAN ANTONIO, TX – In his keynote address at this year’s Civil Affairs Symposium, TRADOC Deputy Commanding General of Futures LTG H.R. McMaster remarked that the Civil Affairs (CA) community of practice “must help the broader Army think, learn, analyze, and implement solutions to the Army’s Warfighting Challenges that help the Army and the Joint Force consolidate gains and achieve sustainable outcomes in future conflict.”

Recognized in Time Magazine’s list of the 100 most influential people in the world in 2014, LTG McMaster reminded the 100 plus symposium attendees that the nature of war is immutable, is essentially a human endeavor, and spans the range of conflict. Accordingly, he underscored some irrevocable truths: war is an extension of politics; war is not confined to winning battles but rather is the consolidation of operations leading to a sustainable and lasting political outcome; war is a contest of wills and is fundamentally as much psychologically taxing as it is physically demanding; and war involves uncertainty, thus requiring adaptability, endurance, and a willingness to learn. Because of the political, human, and uncertain dimensions of conflict, LTG McMaster viewed CA as a critical component of the Joint Force to address enduring challenges and expectations in conflicts. He concluded by saying that “Civil Affairs does not need to do everything, but it does need to be involved and able to help everyone else do things better.”

Setting the tone for this year’s theme, LTG McMaster’s thoughts invoked the need for a deeper understanding of Civil Affairs’ broader role: engaging partners, shaping and influencing the environment, consolidating gains, and contributing to conflict analysis—before, during, and after full-scale war. As Civil Affairs Association President Colonel (ret.) Joe Kirlin explained, “By developing a deeper understanding of the strategic context for their work, the Civil Affairs community can provide comprehensive support to commanders at all levels by striving to identify the sources, distribution, and use of political and informal power in order to mitigate the drivers of conflict and instability and not just the threats. This helps CA further its longtime role as a major national strategic capability to win wars and to prevent them.”

As the luncheon guest speaker, Deputy Assistant Secretary of Defense for Stability and Humanitarian Affairs Anne Witkowsky, observed that CA “remains more capable and relevant than it was on 9/11, a key capability in comprehensive, whole-of-government transition management.” Despite recent Department of Defense force cuts in Civil Affairs units, particularly in the U.S. Navy, Witkowsky believes Civil Affairs remains a necessary specialty, ideally suited for 21st century war and peace.

Civil Affairs’ mission to “secure the victory” in consolidating political as well as military objectives was forged from nearly two centuries of engagement in military government, in which it engaged with local leaders, as well as interagency, multinational, non-government, and civil society partners. Despite a reduction in numbers from Iraq and Afghanistan, the demand for CA has continued to rise. As Brigadier General Austin Renforth (USMC), Commanding General, Training Command noted, Marine CA has nearly doubled in size, bucking the DoD trend. A growing number of military leaders, among them geographic combatant commanders who manage U.S. theater security cooperation strategies, recognize the need for CA engagement in the early planning phases to help frame political-military problems in terms of understanding the enemy and the local environment.

At the annual dinner, Army Peacekeeping and Stability Operations Institute (PKSOI) Director Col. Daniel Pinnell received the Association’s Colonel Ralph Temple Award for his contributions to Civil Affairs. A career artillery officer with extensive time in both civil-military and military information operations, Pinnell stressed that “peace and stability operations are a core Civil Affairs competency.” Expressing the views of many at the Symposium, he urged that Civil Affairs—among the least understood military capabilities—must do more to be an integral part of all planning and operational activities. This requires aggressive education and training of commanders and staffs on CA missions and capabilities. Further, it requires a special effort to overcome legal, budgetary, programmatic, and policy impediments to leverage the Reserve Component CA, whose background and talents are ideally suited to such missions under the Army Engagement Concept. This includes the use of functional specialists currently being revitalized by the Institute for Military Support to Governance at Ft. Bragg, North Carolina. The symposium occasioned the recognition of the top five Civil Affairs Issue papers of 2015-16. Selected from among two dozen submissions, the audience awarded the following presentation:

- First Place: “Renewed Relevance: CA Develop Human Networks for Effective Engagement,” by Maj. Arnel P. David.
- Second Place: “From Green to Blue: U.S. Army Civil Affairs and International Police Engagement,” by Capt. Rob Kobol, and “Civil Engagement as a Tool for Conflict Prevention: A Case Study,” by Capt. Tammy Sloulin and Lt. Col. Steve Lewis.
- Third Place: “The Role of Civil Affairs in Counter-Unconventional Warfare,” by Maj. Shafi Saiduddin.
- Fourth Place: “Civil Affairs Forces, U.S. Army Reserve, National Guard, and State Partnership Program: Is There Room for Engagement?” by Maj. David E. Leiva and Maj. John Nonnemaker.

The CA Association and PKSOI shall publish the electronic versions of these papers in March 2016. However, the print version complete with an executive summary and panel report shall be available at the 8 April Civil Affairs Roundtable, tentatively scheduled for the National Defense University's Center for Complex Operations (NDU-CCO) in Washington, D.C. Copies of the symposium presentations and related documents are available on the Civil Affairs Association website and Facebook page.

For prospective authors, discussion on next year's CA Issue paper themes is planned for the annual CA Roundtable Symposium, hosted by the Association and associate partners: PKSOI, NDU-CCO, the Center for the Study of Civil-Military Operations at West Point, the Foreign Area Officer Association, the Reserve Officers Association (ROA), and the U.S. Global Leadership Coalition.

Colonel (ret.) Christopher Holshek, the symposium organizer and Issue Paper co-editor, explained that the intent of the annual Symposium combined with the Issue Papers series and Roundtable discussion, is to "provide a platform for the most operationally experienced community of Civil Affairs practitioners since World War II to have more direct and visible input on the discussion of the future of Civil Affairs at the command and policy levels. The series is also intended to capture the practitioners' insights and lessons for future posterity and research. This bottom up approach, rather than the more customary top-down discussion from policy analysts and academics, employs a crowdsourcing methodology to enable the next generation of upcoming leaders an opportunity to have a voice in the future of a CA force, in which they have arguably the greatest interest."

Accordingly, Kirlin remarked, "This year's discussion was a real breakthrough, but it left us all with some heavy implied tasks," evoking LTG McMaster's call for the CA community to "think, learn, analyze, and implement. . . . General McMaster provided the CA community with a powerful vehicle to think clearly about future conflict, and invited the Civil Affairs community to help the Army learn by providing input to the Army Warfighting Challenges [AWFC]. The AWFC is a shaping discussion and an analysis of doctrine, organizations, training, materiel, leader development and education, and personnel interim solutions for the future force." The AWFCs can be accessed at TRADOC's Army Capabilities Integration Center website: <http://www.arcic.army.mil/Initiatives/army-warfighting-challenges.aspx>.

"In addition to the Issue Papers, the Association's newsletter, and the publications of our partners, such as PKSOI's Peace

& Stability Operations Journal, NDU's Joint Forces Quarterly and Prism, and ROA's The Officer, there are plenty of opportunities to think and share knowledge and experiences. We need to seize them," Kirlin noted. The Army would benefit from the Civil Affairs community's input and collaboration on the Army Operating Concept, Army's Functional Concept for Engagement, and the Joint Concepts for Integrated Campaigning and the Human Aspects of Military Operations.

From an implementation stand-point, there are three key tasks the Civil Affairs community must undertake immediately. First, the CA community must dialogue with others in the military, government, civilian partners, political leaders, and the public at large about Civil Affairs capabilities and capacities. "We have some strategic communication products that we hang on our website and will continue to update and improve," Kirlin pointed out. "But anyone experienced in CA can come up with their own 'elevator speech' based on the audience and situation. Targets of opportunity are everywhere—we need to engage them."

Second, CA operators must become conversant with the concepts and operational languages of the larger force—including basics like the military decision-making process and campaign planning, along with policies, directives, and doctrine on peace, stability, and civil-military operations—as well as the operational frameworks of interagency, multinational, and non-governmental partners. "It's still more effective for Civil Affairs to learn how to better integrate with those they support, enable and enhance, rather than rely on partners to learn how to better integrate Civil Affairs into their operations," Pinnell stressed.

The third task is about advocacy. "Citizenship in this community is more than just showing up at these events and then going home," Holshek exhorted in his summary of the Symposium. "For especially those in Civil Affairs, if you are not an active member of the Association or any of these other organizations representing your interests, then you are letting someone else decide the fate of a force you care so much about and invested so much in. You are on the sidelines and not a player. This event and everything discussed at it has been a call for leadership. The question you must ask yourself is whether you're up to the task."

To see more about the event visit the Civil Affairs Association website by clicking the logo below.



Civil Affairs Association



A Two-Sided Coin: Strengthening TCC/PCC Institutions

by PKSOI's Professor Dwight Raymond



2015 saw several significant calls for improved United Nations (UN) peacekeeping, including the High-Level Independent Panel on United Nations Peace Operations (HIPPO) report, the Kigali Principles, and the September peacekeeping summit. By now, many of the concerns are familiar, include the preparation of units and leadership in UN missions. In many cases, ill-prepared contingents continue to arrive in missions without the expected training levels, required equipment, or adequate awareness of the operational environment or mission tasks. At best, this causes surprises and friction for the mission which must then scramble to mitigate contingent deficiencies.

The HIPPO report advocated strengthened collaboration between the UN headquarters and troop and police contributing countries (TCCs and PCCs) to incorporate the perspectives of these nations.¹ Improved dialogue can also convey the necessary information to ensure that TCCs and PCCs deploy contingents that are better prepared to meet the mission mandates. UN procedures are complicated, and it is unrealistic to expect deploying units to sort out their requirements without proactive institutional support from their respective nations.

This article discusses two national nodes that are particularly important in this information exchange:

- the national permanent mission to the UN, which is the country's primary interlocutor with the UN's agencies, and

- a national center for peacekeeping coordination (or other national organization) that is dedicated to assembling, preparing, deploying, and providing oversight for peacekeeping contributions.

With respect to peacekeeping, both nodes serve the vital function of ensuring that unit and personnel contributions are fully prepared for service in UN peacekeeping missions. While a variety of arrangements are conceivable, Figure 1 depicts these two nodes in an example organizational structure.

Figure 1 includes a Center for Peacekeeping Coordination (CPC) which is responsible for preparing units and personnel for deployment and which exercises administrative control over these assets while deployed on missions.² If the nation's contributions consist primarily of Army units, it may be advantageous to assign the CPC to the Army, but still task it with multidimensional oversight responsibilities (i.e., military, police, and civilian). This will likely prove more efficient than requiring different ministries to prepare their respective contributions. The CPC commander should report directly to the chief of staff of the Army or to the head of the joint forces, if such a position exists.

Figure 1 also suggests the importance of the nation's permanent mission to the UN. Many national missions are understandably

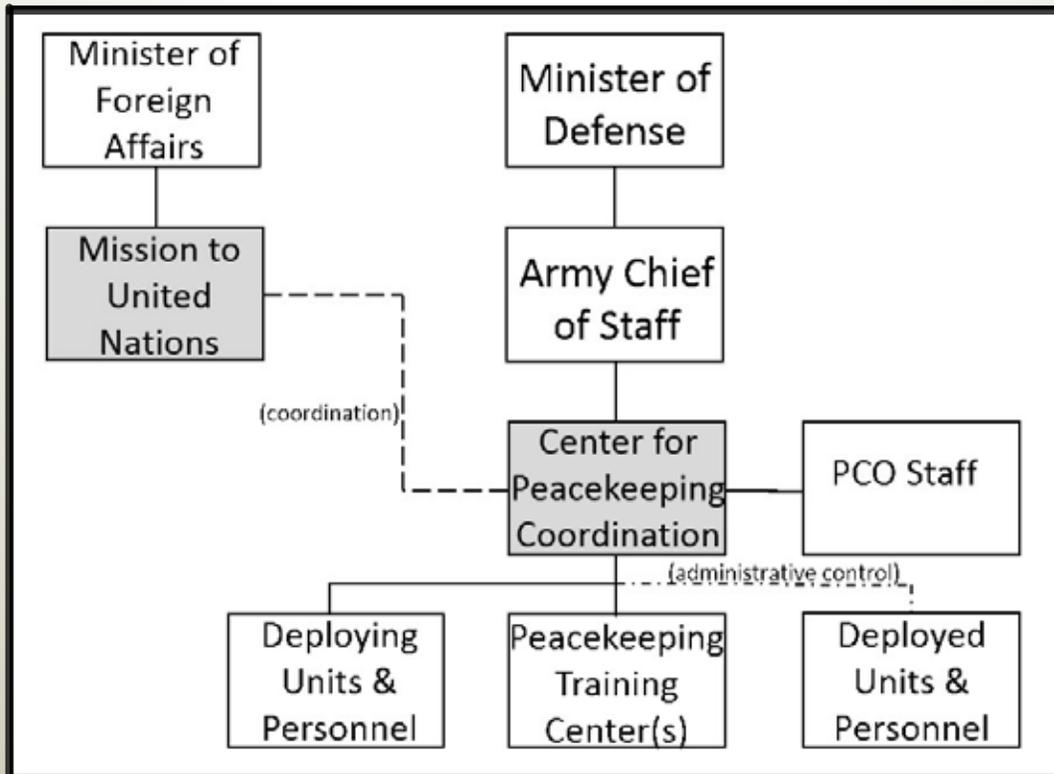


Figure 1. Example Organization

focused on political issues in the UN, and typically are subordinate to the nation's Ministry of Foreign Affairs. However, a section of the mission should, as its primary responsibility, ensure that the nation's UN contributions are adequately prepared. This requires active coordination with numerous UN offices such as the Department of Peacekeeping Operations (DPKO), the Department of Field Support (DFS), the Policy, Evaluation, and Training Division (DPET), the Office for Peacekeeping Strategic Partnership, Integrated Operational Teams (IOTs) for relevant missions, and other agencies.

Equally important, the national mission to the UN should have a direct, robust, and responsive coordination channel with the CPC. As the CPC's *de facto* liaison to the UN, the national mission should be able to provide the CPC with authoritative and timely information on topics such as UN policies, procedures, training materials, and contingent-owned equipment. It should provide relevant documents such as mission concepts of operations, memoranda of agreements, rules of engagement, and status-of-forces/mission agreements (SOFAs/SOMAs). The national mission should also respond quickly to requests for information originating from the CPC or deploying units through the CPC. Conversely, the CPC should provide the national mission with any information that the latter may require, such as status reports on units preparing to deploy or after-action reports from returning units. In some countries, the CPC would be required to accommodate non-UN considerations. For example, an African CPC may have to account for requirements that originate from the African Union or regional standby force arrangements.

Supported by effective dialogue with the national mission, the CPC would help alleviate a problem that is all too common; namely, deploying units that flounder in the dark as they attempt to prepare for peacekeeping missions and arrive unprepared. The CPC would provide the institutional support to ensure that deploying units and personnel are properly trained and equipped and would provide the national certification of mission readiness. Many nations form their UN contingents from scratch, rather than deploy an existing formed unit, and the CPC could be tasked with the requirement to create such units. Any national peacekeeping training centers should be included under the CPC's control. The CPC's responsibilities, however, should transcend those associated with training.

The CPC could provide administrative control of and reach-back support to deployed units and personnel. In this capacity it would manage national administration and logistics, including contracting, resolving problems that arise during deployments, serving as the rear detachment for deployed units, handling any

disciplinary proceedings related to in-mission misconduct, and managing casualty procedures such as next-of-kin notification and assistance. The CPC could coordinate any operational partnerships with other nations,³ and also manage any national support elements (NSEs) that accompany a contingent to a UN mission.⁴ The CPC should include a lessons learned cell to improve future preparations and mission performance. The CPC would be a logical partner for bilateral assistance programs that seek to foster sustainability by building effective peacekeeping institutions in TCCs and PCCs.

The bench of national contributors to global peacekeeping is growing. Most nations are keen to improve UN peace operations, and a useful way of doing so is for TCCs and PCCs to ensure that two critical nodes are fully capable. Those critical nodes are an engaged national permanent mission to the UN, along with a strong national institution to manage preparations and deployments. These elements comprise the essential foundation for effective national contributions to UN peacekeeping.



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Notes:

¹ Uniting Our Strengths for Peace—Politics, Partnership and People. Report of the High-Level Independent Panel on United Nations Peace Operations (16 June 2015), 49-50.

² The term "CPC" used here is merely illustrative, and other approaches may certainly be employed. The key point is to have an institutional agent in the Ministry of Defense or Ministry of Foreign Affairs that has the authority and responsibility to orchestrate the preparation and deployment of peacekeeping contributions.

³ See Donald C. Daniel, Paul D. Williams, and Adam C. Smith, *Deploying Combined Teams: Lessons Learned from Operational Partnerships in UN Peacekeeping* (New York: International Peace Institute, 2015).

⁴ Some national support elements, which are not part of the UN mission, are as large as the contingents they support.



Events

2016

Peace & Stability Operations Training and Education Workshop



April 6 - 8, 2016

Johns Hopkins University
Montgomery County Campus
Rockville, Maryland 20850

6 - 8 April 2016

NTG Task Group
Training and Education for
Peace Support Operations



**NATO TEPSO conference on developing
Protection of Civilians Training Modules
7 - 11 March 2016
Stockholm, Sweden**

**2016 NATO PTEC Commandants
Conference
29 Feb - 4 Mar 2016
Tirana, Albania**





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