



**JCISFA**

Joint Center for International Security  
Force Assistance

# **COMMANDER'S HANDBOOK FOR SECURITY FORCE ASSISTANCE**



Joint Center for International  
Security Force Assistance

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## Foreword

This handbook is designed to fill a gap in the doctrinal literature on security force assistance (SFA) operations at the Brigade and Regimental Combat Team level (BCT/RCT). While not an official doctrinal publication, this handbook presents the distillation of best practices and lessons learned from the contemporary operating environment in Iraq and Afghanistan. As well, it provides proven and enduring concepts inherent to SFA operations that have stood the test of time throughout U.S. military history.

The U.S. military is at a critical juncture with respect to operations in Iraq and Afghanistan. Current U.S. national strategy relies heavily on building partner capacity and capability as a key component for success. It is incumbent for our military to be prepared for a transition where U.S. and Coalition forces will become the supporting effort and Host Nation (HN) forces become the main effort. In this instance, U.S. and Coalition forces will be tasked to partner with and support the advising of HN forces. Units that prepared for major combat operations during pre-deployment training may be "re-missioned" to conduct SFA on arrival to theater. The "re-missioning" of a unit is a significant event because it involves changing the mind set that was cultivated during pre-deployment training as well as the organization and composition of the unit.

The Commander's Security Force Assistance Handbook will help commanders who have been tasked with conducting SFA to understand the relevant concepts as well as providing planning and execution factors for consideration.

Conducting successful SFA will contribute greatly to our mission success in OIF/OEF and will become increasingly important to the manner in which the National Military Strategy will guide the employment of our military. To this end, it is our intent that commanders will utilize this handbook in their execution of SFA operations.



William B. Caldwell, IV  
Lieutenant General, USA  
Director  
Joint Center for International Security  
Force Assistance

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# CHAPTER 1

## INTRODUCTION TO COMMANDER'S HANDBOOK

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*“...arguably, the most important military component in the War on Terror is not the fighting we do ourselves, but how well we enable and empower our partners to defend and govern their own countries.”*

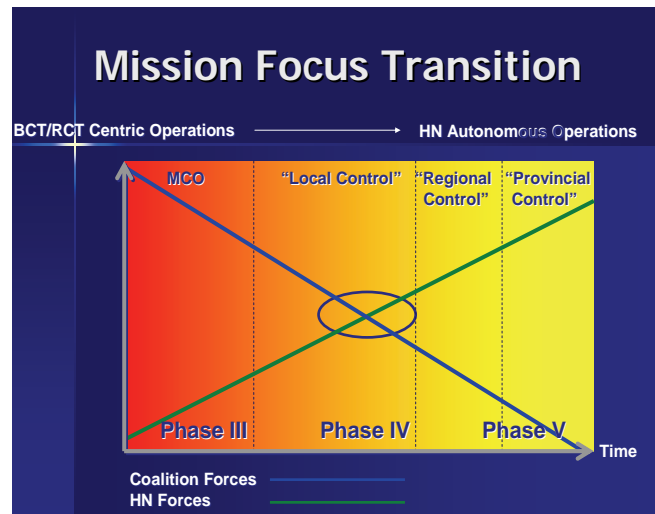
**Secretary of Defense Gates at the 2007 AUSA Conference**

**Background:** Current military operations in Iraq and Afghanistan, and many future operations will center on developing capability and capacity of host nation (HN) or other foreign security forces. In February 07, the U.S. Army stated in a message to all Army activities “the mission of the transition teams (security force assistance) is the Army’s top priority.” Similarly, the U. S. Marine Corps stated in a January 2007 Lessons Learned report, “this mission must be treated as the main effort.” This handbook focuses on principles applicable to all Security Force Assistance (SFA) missions, but draws on current scenario information in Iraq and Afghanistan.

### **1.1 Security Force Assistance (SFA) is defined as unified action to generate, employ, and sustain local, host nation or regional security forces in support of a legitimate authority.**

- √ Unified action comprises joint, interagency, intergovernmental and multinational community activity in cooperative effort with non-governmental organizations, international organizations, and private companies to ensure and support unity of effort in SFA.
- √ Security forces include not only military forces, but also police, border forces, and other paramilitary organizations at all levels of government within a nation state, as well as other local and regional forces.
- √ Forces are developed to operate across the spectrum of conflict -- combating internal threats such as insurgency, subversion and lawlessness (FID), defending against external threats, or serving as coalition partners/peacekeepers in other areas.
- √ To be successful, SFA must be based on solid, continuing assessment and include the organizing, training, equipping, rebuilding and advising of the forces involved. It is critical to develop the institutional infrastructure to sustain SFA gains.
- √ The resulting forces must possess the capability to accomplish the variety of required missions, with sufficient capacity to be successful and with the ability to sustain themselves as long as required.

1.2. Whereas early military operations in Iraq focused on U.S. and coalition forces (CF) directly conducting major combat operations and counterinsurgency, the focus has now shifted to preparing host nation (HN) forces to perform those missions with U.S. and Coalition Forces (CF) support. The successful transition of responsibility to HN forces is the defining element of mission success. Commanders and units slated to rotate into theater that have prepared to assume a primary operational role should also be prepared for a potential “re-missioning” to support building HN capacity and capability through partnering and advising.



1.3. A major challenge to succeeding in SFA is the requirement to deal with partners indirectly and to succeed through exercising influence rather than direct command and control.

1.4. For the purpose of this handbook, the term transition team (TT) is used to include all teams with an advisory mission. These currently include Embedded Training Teams, Operational Mentor Liaison Teams, and other advisory efforts.

1.5. Due to the lack of a central, authoritative voice for SFA in the past, much of what has been learned and recorded about SFA has been scattered across multiple Service handbooks and lessons learned under titles like Building Partnership Capacity (BPC), Foreign Internal Defense (FID), or Train, Advise and Assist (TAA) to name just a few. This handbook gleans lessons learned, best practices and other information deemed of significant value from multiple sources, analyses and consolidates it, then presents a focused, convenient, single source (by no means the ultimate source) for use by commanders at the Brigade/Regimental Combat Team (BCT/RCT) and Battalion levels in order to assist them when assigned a partnering/advising mission.

1.6. This handbook is one of three references on Security Force Assistance. The *Security Force Assistance Planners' Guide* addresses SFA planning considerations at the operational level. The *Transition Team (TT) Handbook* gives TT members and their trainers insights into the successful preparation for and conduct of SFA operations. The *Commanders' Handbook* bridges the gap between the other two references and offers observations, insights, and lessons learned on how maneuver forces can better employ TTs and interact with HN forces to accomplish the SFA mission. The Planners' Guide and the TT Handbook are located on a disc included with this handbook for reference. Additionally, the disc contains a handbook on *How the Iraqi Army Operates* to provide information on how the various support systems of the Iraqi forces are supposed to function.



## CHAPTER 2

### GENERAL PRINCIPLES

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***“... Future warriors ... will understand foreign cultures and societies and possess the ability to train, mentor and advise foreign security forces ...”***

**2006 QDR.**

**Background:** Security Force Assistance consists of organizing, training, equipping, rebuilding and advising (OTERA) foreign security forces (FSF). Traditional “train and equip” missions have proven inadequate in producing effective foreign security forces in some countries. In addition to training and equipping security forces, it is often necessary to develop new *organizations* in order support and sustain maneuver units and to provide for the proper legitimate controls over them. Sometimes supporting infrastructure needs to be *rebuilt*. But the key new mission for SFA is partnering and the provision of *advisors* to the FSF to assist in the inculcation of training received and to develop combat capabilities by embedding advisors in FSF units.

Training FSF and building supporting HN institutions in the midst of insurgency and/or major combat operations has proven to be one of the most challenging missions conducted by the U.S. military and its interagency and coalition partners. While Security Force Assistance (SFA) is not always conducted in a threat environment, the inherent cultural, political, leadership and other complexities associated with *any* SFA mission still demand careful and deliberate attention from SFA planners.

#### **Security Force Assistance (SFA) Imperatives**

2.1. Examination of past and on-going SFA operations allows the distillation of several critical principles governing the successful accomplishment of the SFA mission. The SFA Imperatives are:

- √ **Understand the Operational Environment**
- √ **Provide Effective Leadership**
- √ **Build Legitimacy**
- √ **Manage Information**
- √ **Ensure Unity of Effort/Unity of Purpose**
- √ **Sustain the Effort**

#### **Understand the Operational Environment**

2.2. An in-depth understanding of the operational environment including the available friendly

HN forces, the opposing threats, and especially the human geography aspects, is critical to planning and conducting effective SFA operations. Knowing all of the actors influencing the environment and their motivations will help planners define the goals and methods for developing HN security forces. It is equally important to understand the regional players and transnational actors who may influence the security environment in order to prioritize and focus the SFA effort.

2.3. For military planners, a detailed Political-Military-Economic-Social-Information-Infrastructure (PMESII) analysis provides a good basis, but may not yield all of the detailed information planners require. Some considerations include:

- √ **How will the local populace react to the use or threat of force? Will they respond by submitting, protesting, or revolting?**
- √ **What is the historical relationship between HN security forces and the populace?**
- √ **Are there complicating factors that exist in the internal relationships between security forces (e.g., police and Army)?**
- √ **Are there secular or religious factors (such as Sheikhs, Imams, Clans, Tribes, etc.) to the security picture that may affect how security forces are organized, manned, or deployed?**
- √ **What infrastructure (transportation nodes, energy production/storage areas, cultural/religious icons, etc) needs specific/dedicated protection?**
- √ **What U.S., coalition, international, or NGO formal agreements/treaties/ cooperation were in effect prior to SFA engagement? Are they still in effect?**

2.4. Commanders should consult with assets that can expand their knowledge, understanding and effectiveness such as “red teams,” human terrain teams, or cultural anthropologists. These assets can provide focused area of operations expertise to provide commanders with a complete picture of the operating environment. It is also critical to consider legal restrictions and policy factors as well as the impact of U.S./coalition presence on HN legitimacy.

### **Provide Effective Leadership**

2.5. Leadership, a critical aspect of any application of military combat power, is especially important in the inherently dynamic and complex environments associated with SFA. The SFA environment places a high premium on effective leadership at all levels, from the most junior NCO to the most senior general/flag officer or agency director. The leadership imperative is multifaceted. Leadership on both sides, coalition and HN, must fully comprehend the operational environment, and be prepared, engaged, and supportive in order for the SFA effort to succeed. Productively engaging the leadership on both sides will probably require extensive effort throughout the campaign.

2.6. On the U.S. /Coalition side of the SFA equation, it is especially important that senior leadership develop a trust in and empower subordinate leaders to make appropriate, timely decisions. While senior leaders must maintain acute situational awareness, decentralized control usually provides greater success and credibility with HN security forces in the dynamic SFA environment. Senior command-level leaders must also consider the individual talents or traits of subordinate leaders when matching them to the SFA mission. Some leaders are better suited temperamentally to dealing with the complex, and often frustrating, socio-cultural and human relationship issues inherent in SFA. Unlike other types of military operations, personal and professional rapport between coalition and HN counterparts defines positive or negative relationships that set the stage for success or failure of SFA operations. While temperament is a facet of individual personality, certain training in negotiating, methods of influence, cultural understanding, and rapport building skills can help coalition leaders/advisors.

Historically, personnel who are patient, perseverant, have a reflective bent, and are somewhat empathetic, perform well over time in advisory roles. It is very important for advisors to be able to see things as they are, through the eyes of the local population—this is sometimes referred to as “insight.”

2.7. Likewise, effective, dedicated leadership on the HN side can make or break the SFA operation. It is important that the HN leadership be appropriately engaged in sponsoring the SFA effort. HN leadership development is historically a central aspect of SFA and requires special attention on the part of planners. A skilled, dedicated corps of HN leaders may already exist to build on. Coalition/U.S. leaders often serve as the model or mold and “moral compass” from which HN counterparts develop leadership styles. Planners should be aware of any traditional HN leadership selection processes (tribal/ethnic/religious/family/class affiliation) for HN military and civilian leaders that may lead to incompetent HN leadership and detract from perceived legitimacy of HN security forces. Furthermore, planners should identify and account for any secondary agendas among the HN leadership and/or external forces.

### **Build Legitimacy**

2.8. The ultimate goal of SFA is to develop security forces that contribute to the legitimate governance of the HN population. This is done by developing foreign security forces that are *Competent, Capable, Committed* and *Confident*, not only in the eyes of U.S./coalition forces and the HN government, but more critically, in the eyes of the HN population. This perceived “legitimacy” is a critical objective of SFA. During early mission analysis and on-going assessments, planners must determine what factors the HN population considers in its assessment of the legitimacy of government and more pointedly, HN security forces. SFA leaders and planners at all levels must therefore consider how each operation affects popular perceptions and gear operations to build legitimacy of HN government and security forces. Legitimacy may appear in the HN security forces before it does in the HN government. While it is important to assist HN forces to develop professionally, a mirror image U.S. model may not be the optimum solution for organizing security forces. HN security forces must reflect their security interests, environment and threats from the perspective of promoting and ensuring sustained stability. Like leadership, legitimacy is a multi-faceted imperative. Considerations include:

- √ **The legitimacy of the HN government in the eyes of the people**
- √ **The legitimacy of the HN government in the eyes of the international community, including regional neighbors**
- √ **The legitimacy of the HN security forces in the eyes of the government**
- √ **The legitimacy of the security forces in the eyes of the people**

2.9. Subordination of the military to the political leadership is one of many inherent differences between the U.S. and some other nations, and it is important for planners to understand the roles that security forces play in a focus nation or region when planning SFA activities. At the end of the campaign—or operation, every SFA mission must ultimately support the relationship between the HN government and the people in order to be effective.

***“We have to redefine the context in which we currently operate. The perception that the Iraqi Army is not legitimate is out there. We have to change that. Specific messages that reinforce the legitimacy of the Iraqi Army must be aggressively distributed at all levels.”***

***TT Team Chief***

2.10. U.S./coalition SFA operations must commence and continue with the aim to establish and maintain FSF legitimacy from the outset. HN forces share a major portion of initial planning and coordination and share in defining capabilities, organization, legal framework and end state based on established norms and other cultural factors. HN forces should move into the forefront as soon as practical. When appropriate, they may assume the main effort and the SFA forces step back.

***“Many people (U.S. military) start by talking about training - “the Iraqi Army must be able to do the following tasks to standard” or “the Iraqi Army must fix their discipline issues.” Our view is that discipline and training will follow, but the paramount difficulty right now is corruption. Training assumptions are fallacious unless the fundamental issue of corruption has been appropriately mitigated. In other words, if an Iraqi Army battalion is corrupt, it just doesn’t matter if they can conduct a cordon and search to standard.”***

***TT Team Chief***

2.11. Commanders should identify transformational figures who “create” legitimacy and come to the fore as future leaders at the local, regional, or even national level. Such figures may require protection in order to survive.

2.12. Establish and maintain the Rule of Law while conducting SFA. SFA practitioners must assist FSF to eliminate corruption, torture, excessive use of force, improper detention, graft and other aberrations. However, it is important not to let perfect “become the enemy of good.” Transition to a western-style system mostly free of these excesses will take time.

2.13. Threat Legitimacy: The legitimacy of the opposition/enemy is a potential center of gravity (COG) the U.S./coalition SFA element must understand, learn to influence and exploit. The SFA element should also assist the HN security forces and ministries in learning to influence this COG.

- √ **Opposition will exist in any environment and may consist of disparate groups with various grievances. Some of these grievances may be legitimate. Those opposition elements that remain peaceful may still organize strikes and other antigovernment (and perhaps anti-SFA) events. Other opposition elements may turn violent.**
- √ **Elements may act violently against the HN security forces and/or against the U.S./ coalition SFA element from the outset. At the point where organized violence becomes a tactic of the opposition, the opposition becomes the enemy.**
- √ **Grievances against the HN government and security forces as well against the U.S./ coalition may indeed be legitimate. This area requires immediate attention as soon as identified. Understanding the grievance is the first step in mitigating it. Some grievances, while not legitimate, may still be very powerful. Combatant command planners and SFA practitioners must understand and address these illegitimate grievances as well.**

## **Manage Information**

2.14. Managing information encompasses the collection, analysis, management, application, and preparation of information both from an information operations perspective as well as in ways internal to the SFA operation, such as lessons learned integration (L2I). Effective management of information is a powerful enabler in the complex and dynamic environment typical of SFA operations.

2.15. Effective information operations must be synchronized with the SFA effort and the overall campaign. This sets the conditions for success. Additionally, effective information operations may serve to mitigate the ability of the threat forces to use the SFA effort as a source of propaganda potentially damaging to the HN government.

2.16. Media reports will directly affect perception of SFA operations by the HN populace and U.S. population. Planners should be proactive and detail how information will flow to the media to best ensure long-term support of SFA efforts. Failure to plan for and execute coordinated management of information ...even a *passive* attitude toward managing information, will likely make efforts to build or maintain HN security force legitimacy much more difficult.

2.17. SFA operations inherently affect the dynamic operational environment. During these operations, which may last several years, the environment will change. At a minimum, the HN forces' expectation of the professional skills that advisors should possess will increase over time. Training for rotational SFA forces should prepare follow-on SFA forces for the environment that they will face. This requires an extensive lessons learned integration effort.

2.18. Capturing changing tactics, techniques, and procedures and environmental factors, analyzing them and incorporating those changes into the training and preparation of each successive rotation, is important to maintaining the continuity and momentum of the SFA effort.

## **Ensure Unity of Effort /Unity of Purpose**

2.19. The SFA effort in the BCT AO might include conventional forces, transition teams, HN forces and, potentially, SOF, interagency, provincial reconstruction teams (PRTs), coalition, and NGOs. Unity of command is preferable, but often impractical. Unity of effort and purpose however, are imperative. SFA command relationships may range from very simple to very complex. Whatever the command relationship, it must be clearly delineated and understood. It is also important to consider which forces are supported and which forces will be supporting. It may be entirely appropriate for conventional forces to support smaller advisory elements working with HN forces. Supporting and supported relationships will change over time and are instrumental to full transition to HN responsibility.

2.20. Essential to unity of effort is the ability of the leadership to effectively establish rapport, communicate with and synchronize all the SFA elements in the AO. Inadequate information sharing has been cited by transition teams as being the leading contributor to poor relationships between conventional forces and other SFA elements in the AO.

## **Sustain the Effort**

2.21. Sustainability consists of two major components: the ability of the U.S./coalition to sustain the SFA effort throughout the campaign, and the ability of the HN security forces to ultimately sustain their operations independently.

2.22. The U.S./coalition approach to SFA must be sustainable over time through the successful attainment of campaign or operational objectives. Sustainment techniques through task organization and TT enhancement packages are discussed in a later chapter.

2.23. The security forces being developed or receiving assistance and the supporting institutional structure must eventually be self-sustaining. They must be appropriately equipped and sized so that the HN government can sustain security force capability both economically and technologically. This requires that forces developed are equipped in ways that suit their infrastructure, but also that TTPs developed don't develop a dependence on systems that will not be available to the HN in the long run. This may require U.S./Coalition forces conducting the SFA mission to become expert in the employment of outdated U.S. and/or foreign weapons and equipment.

## Human Terrain is Key Terrain

2.24. Understanding and managing the human element in the HN and the region with coalition partners and even in the U.S. is critical to long-term success. The support of the HN population is the ultimate focus for HN security forces and threat forces. Planners should take into account that there are usually segments of the population feeling disenfranchised after any major shift in political power. From a coalition perspective, SFA operations should be viewed as potential long-term campaigns that can only succeed through a continuous effort to maintain public support. Support from the grass roots level to the houses of government at home and abroad must be maintained.

2.25. Military personnel share responsibility for influencing public opinion within the area of operations. The example of the "strategic corporal" must never be forgotten. That is to say, actions at the tactical level can have much wider implication. A thousand good works at the local level will go unheralded, but one misstep by U.S. or coalition personnel (given the news cycle and the "CNN effect") can negatively affect public opinion in the HN and detonate worldwide. Regardless, the thousand good works still must go on.

***"I learned more about how the AIF conducted operations through the lens of the IA than I believe I would have in any other capacity. The IA had seen the AIF operating in Mosul for three consecutive years, and had seen their (AIF) patterns repeat themselves with each new BCT that rotated into Mosul - they had a long memory as such."***

***TT Team Chief***

2.26. Planners and practitioners must know the elements of human geography including culture, language, and societal organization (i.e. tribes, criminal associations, political organizations, etc.), and must know how to influence them through productive relationships with leaders.

2.27. Engage the population. Only by increasing the number of shareholders/stakeholders in the improvement of security forces can the SFA mission succeed. Progress often occurs one hamlet or city block at a time. Identify and develop stakeholders among the local populace, the coalition and the international community.

2.28. Above all, the HN government must be directly engaged in the activities of its security forces and be provided ample opportunities to prove its forces' newly acquired/improved capabilities. There must be a HN face on each operation. When a HN operation goes wrong, there must be a U.S. or coalition arm and/or hand to defend it and to help get things working again.

2.29. Know and mobilize all the leaders. Know and understand the established traditional, elected and appointed leaders as well as those in the shadows. Sometimes the shadow leaders are the most important ones. Motivate all leaders to support HN efforts.

2.30. In the case of insurgency, due to the complex nature of the environment, the HN military and police forces may be performing functions that are not normally considered conventional. The military may be filling an internal security role usually reserved for the police, and the police may employ forces that seem so heavily armed that they would normally be part of the military. In the near term, the HN security forces should:

- √ **In COIN operations, integrate military capabilities with those of national, regional, and local police.**
- √ **Maintain the flexibility to transition to conventional roles of external and internal defense based on long-term requirements and threats. Planners should clearly define and delineate the supported and supporting relationships/roles between the military and police.**

## **Balance Security & Synchronization**

2.31. To build and maintain FSF, U.S. and coalition forces must share space, experience and intelligence with FSF. Leaders must balance security and force protection against requirements of the SFA mission. As has been shown in recent SFA operations, this may involve certain risks. Double agents, suicide bombers and other provocateurs are inherent in these operations. In all cases, planners and practitioners must do an effective risk assessment when dealing with HN forces. Sharing intelligence with HN forces has its down side. Generally follow two rules of thumb: First, only risk what can be affordably lost. Second, have a contingency to change plans when and where necessary. Bedding down with HN forces and allowing them access to controlled areas requires extremely thorough risk management.

## **Conduct and Maintain Frank, Honest Assessments**

2.32. Commanders should carefully assess all dimensions of impending SFA operations. When and where shortcomings and deficiencies are isolated, the commanders and staffs must bring them immediately so that effective counters and bridges can be developed. Leaders in SFA missions, must communicate these shortcomings and deficiencies up and down the chain and ensure that "fixes" by both the HN and U.S./Coalition structure are addressed in a timely fashion.

***“Advisors must bring the right attitude to the [transition team] mission; an Iraqi can spot someone that is faking it immediately.”***

***TT Team Chief***

## **Identify and Select Leaders Effective in SFA**

2.33. Not everyone is suited for SFA, and not everyone understands SFA. SFA operations usually involve a steep learning curve and extensive experiential learning events. It is important that the goals, objectives, frustrations, and typical phases of SFA operations be laid out for all leaders and their forces setting appropriate expectations up front. This will mitigate misperceptions and unproductive friction between coalition and HN forces.

2.34. Planners and senior commanders must identify and select leaders who have an affinity for austere environments, are quick to learn, communicate well up and down the chain, and are flexible and adaptive. These individuals, in turn, must instill these same qualities in their subordinates and those they advise. The opposition and threat will evolve when faced by improved security forces. The SFA forces and FSF must evolve faster and more effectively than the threat. This places a burden on the lessons learned sources to accurately capture, analyze, disseminate, and integrate the evolving tactics, techniques and procedures (TTP) and character of the threats as they develop. Commanders should consider the following qualities when selecting advisor teams:

- √ **Maturity**
- √ **Professionalism**
- √ **Competence**

- √ **Patience**
- √ **Knowledge**
- √ **Flexibility**
- √ **Innovativeness**
- √ **Motivation**
- √ **Confidence**
- √ **Cultural effectiveness**
- √ **Situational Awareness**

## **Understand, Appreciate and Support SFA**

2.35. Effective SFA requires senior political and military leaders who view SFA as critical to U.S. foreign policy and deserving of their fullest support. Political leaders must develop and oversee successful information campaigns to support and defend SFA operations.

- √ Though “the political instrument leads,” military leaders must carry such hard truths as cost, prospects for success and projected duration of the operation to their political superiors. Military leaders must also effectively translate policy into understandable, executable military missions and end states.
- √ Conversely, senior military and political leaders must be capable of empowering their subordinates and their forces must never be averse to hearing bad news.
- √ Stability in many uncertain areas of the world will require the training and developing of FSF so the U.S. can focus its direct involvement in future conflict for the remaining enemies that require its direct participation. SFA rendered in a timely fashion can help fill the ranks of competent partners and future allies.



## CHAPTER 3

# BUILDING HOST NATION CAPACITY AND CAPABILITY

*“Leadership is the art of getting someone else to do something you want done because he wants to do it.”*

*Dwight D. Eisenhower*

Building Host Nation (HN) capacity and capability through Security Force Assistance (SFA) is a key component of Counterinsurgency (COIN), Irregular Warfare (IW), Foreign Internal Defense (FID), and Stability Operations. SFA encompasses the activities involved in organizing, training, equipping, rebuilding, and advising HN or foreign security forces (FSF). At the brigade level and below, SFA primarily takes the form of partnering, advising, and training FSF. In certain circumstances the mission could potentially include rebuilding and organizing. This chapter will focus on partnering and advising at the BCT level.

## Advising

3.1. If assigned an SFA mission, a vital element for success will be the ability of the BCT/RCT leadership and its personnel to understand the precepts of advising. The principles of advising can be applied to partnering as well as to the advising function itself. When tasked with either partnering with a HN unit or conducting advising operations, the leadership and those personnel planning and executing these missions must have a firm grasp of advising principles.

3.2. The most important aspect of advising is the degree of influence an advisor is able to cultivate with his HN counterpart. The better able the advisor is to influence his counterpart, the more effective he will be. Influence can be broken down into the components of rapport, credibility, and the perceived value that an advisor brings to his counterpart. Credibility is gained over time by following through on promises, conducting missions along side counterparts and adhering to standards. Value is equal to all assets that an advisor can bring to bear. It includes his personal and team knowledge and capabilities, access to resources, and his ability to provide lethal and non-lethal

### Influence Equation

$$\begin{array}{l} \text{Rapport} \\ + \text{Credibility} \\ + \text{Value} \\ \hline = \text{Influence} \end{array} \quad \text{-or-}$$

$$\begin{array}{l} \text{Rapport} \\ \times (\text{Credibility} \\ + \text{Value}) \\ \hline = \text{Influence} \end{array}$$

Role of Culture

coalition effects. Culture and the operational area are the conditions under which advisory teams must apply the influence equation to achieve mission success. The following sections discuss the elements of influence and the factors that affect the advisory mission.

## Rapport

3.3. Rapport is a relationship between people based on mutual **understanding, respect, and trust**. This may mean positive or effective rapport, or it may mean negative or ineffective rapport. Numerous sources dealing with security force assistance, often as part of counterinsurgency (COIN) or foreign internal defense (FID) operations emphasize the importance for advisors to develop strong positive rapport with their counterparts. Effective rapport will allow advisors to more successfully complete their missions. The advisor must be able to influence his counterpart to follow a particular course of action or behavior pattern. Since the advisor is not in his counterpart's chain of command, he cannot simply order any specific action, but rather needs the counterpart to follow the desired course of action by working toward a commonly developed goal. The measure of effective rapport is whether the advisor can influence his counterpart to take the desired action.

3.4. **Understanding.** The first component of rapport is understanding, which for the advisor begins prior to deployment and may include host nation cultural studies, language training and HN military equipment and doctrine. Once in country he continues to broaden his understanding by observing and asking questions. During an effective transition the incoming commander must pay particular attention to the methods and relationships his predecessor has developed, predecessor and replacement must seem as one. Since all the components of rapport are two-way streets, the advisor has to be willing and able to share things about his culture, language, military experience, and himself. Practically speaking, interpreters can offer valuable informal insights into local customs and mores. Interpreters can be approached more informally than counterparts, especially if the counterparts are of significantly higher rank. It is important to remember that personal rapport may—and probably will—require the advisor to establish an intimate level of understanding with his counterpart, in order to be maximally effective. This will require the advisor to get to know his counterpart at a deeper, more personal level than American soldiers are sometimes used to in a short amount of time.

***“When working with both US BCT-type units and your indigenous partner, you have to help both sides overcome their bias with regard to each other. From the US side, they had what I call a rotational culture with regard to the IA until about the 4th month or so. Part of this is because the scope of their responsibilities is large, but part of it is also because we are impatient and like to boil ideas down to—“God Willing” to us smacks of using “hope as a method”, and its much more comfortable to us to come up with formulas like, “chai + cigarettes = now they’re ready to go fight” than to consider alternative reasons why things might be the way they are—persistent conflict with no end in sight changes the rules—often hard for us to swallow, but there it is. For the indigenous forces, they have to get past all the broken promises that failed to get delivered on as one BCT rotates out, and a new one rotates in along with the requirement to start new relationships and have to prove their worth all over again with a new unit with new soldiers and leaders.”***

**TT Team Chief**

3.5. **Respect** is the next step in the rapport process. The advisor can start by giving his counterpart a basis to respect him. The counterpart should grow to respect who the advisor is (character), what he knows, and how he performs. If that sounds like the old be-know-do of Army leadership doctrine, that's because it is, and it works. The counterpart will generally follow suit. In any case, the advisor should begin to look for those things that he respects in his counterpart. Sometimes, this is easy, but more often it's a challenge. The counterpart probably will not fit the mold of U.S. or other coalition officers. He may not have formal military training or education; he may even be illiterate. His "uniform standards" may not be the same as the advisor's. Start with the basics and expand over time. The counterpart is probably placing himself and possibly his family in mortal danger, simply by assuming the job he's in. He may have proven himself as a fearless warrior even if he didn't have formal training. In short, there will be traits deserving of respect even before the relationship matures. Mutual respect grows through shared experiences and shared dangers. Advisors should live with, eat with and fight with their counterparts, sharing their hardships and dangers – this will help advisors build respect through shared experiences. The advisor will be on the way to establishing good rapport if he is:

- √ **Sincerely interested in his counterpart, his nation and their cause.**
- √ **A competent professional who can help him achieve his goals.**

3.6. **Trust** grows only over time and is based on understanding and respect. Building trust needs to begin on day one, but it will not mature until later in the relationship. The advisor should begin by showing that he is reliable. Regardless of local customs, the advisor should do everything that he says he'll do. He should be where he is supposed to be, on time. Once combat operations start, trust will develop as HN forces and their advisors perform their respective functions. If the HN unit is newly formed, two things may enhance this growth. First, the advisor should attempt to start out his unit with "confidence-building" missions. Early success will build both self-confidence and trust. Secondly, he should take care not to "promise" any support that he might not be able to deliver.

***"Part of the turnover included joint USMC/IA key leaders' patrols. The Marines went from subtly keeping guard on the IA the first day to being pleasantly surprised at the information the IA gathered from places the Marine-only patrols had been conducting for weeks. The IA had some reasonable patrolling skills."***  
***TT Team Chief***

## **Rapport Considerations**

3.7. **Language.** In the best of all worlds, advisors would be able to converse in the local dialect of their counterpart. Speaking the HN language passably well for most military and social situations is the next best option. If language proficiency is not an option, learn to work with an interpreter. Even in this case, it is helpful to learn enough of the language to give basic greetings, etc., but it really helps to have enough of an understanding to catch the basic direction of conversations, even those between the "terp" and the counterpart. As a minimum, the advisor should attempt to learn the counterpart's language over time; this will generally be a well received gesture of respect.

3.8. **Local customs.** Respecting local customs goes a long way in building effective rapport. In virtually every culture, refusing extended invitations is seen as a slight. This is extreme in

some cultures. The advisor must be prepared to accept all forms of hospitality except the most extreme. Eating local food, unless there is a documented medical threat, should be the order of the day. Participating in cultural ceremonies also helps build rapport. At some point, however, there is a level of activity where it is necessary to draw the line. The advisor must be prepared to deal tactfully with issues that are out of bounds.

3.9. *Modified uniform or grooming standards.* When authorized by higher headquarters, modified uniform or grooming standards may enhance rapport. This may take shape in the simplest measure by allowing advisors or personnel to wear bi-lingual name tapes or rank, or may be as extreme as allowing relaxed grooming standards, like beards or longer moustaches. Sometimes local scarves or unit insignia can be used to augment uniforms without compromising standards; this may also aid in recognizing friendly personnel in environments where personnel from multi-national coalitions, including contractors, all operate in the same battle space. For advisors to conventional HN units, however, the counterpart will usually expect the advisor to adhere to his sending unit's standards. Keeping high standards of uniform and appearance will establish a level of expectation in respect to other standards also – training, maintenance, etc.

3.10. *Building rapport has its limits.* Some academicians claim that one must “go native” in order to truly understand the host nation and its challenges. In the military, however, it is appropriate to assume enough of the customs of the HN to be effective. In fact, advisors who are close to their counterparts can often provide headquarters with valuable insights into how things look from a grass roots level. However, once the advisor begins to pursue the agenda of the HN to the detriment of the U.S./coalition campaign plan, he has effectively “stepped over the line.”

## **Training Indigenous Forces**

3.11. In certain cases, advisors may be required to be the primary instructors for training.

3.12. The advisor should seek to establish capable indigenous personnel as primary instructors as soon as possible. This builds:

- √ **Rapport**
- √ **Credibility**
- √ **Friendships**
- √ **Capable HN trainers and forces more quickly**

3.13. Methods of Instruction.

- √ **Use hands-on training**
- √ **Demonstration**
- √ **Step-by-step walk through**
- √ **Practice**
- √ **Test**

3.14. Use Training to Legitimize Leaders.

- √ **Train leaders and let them lead**
- √ **Coach & assist them to train soldiers**

- √ **Collaborative learning is best.**

3.15. Trainers and advisors should not rely on notes. Many indigenous forces will not be literate, or will not have the training resources available to U.S. forces, therefore, they are unfamiliar with or incapable of understanding the numerous training aids generally used by the U.S. The absolute best methods of instruction are hands-on .

## **Advisor Problem Solving**

3.16. The advisor must seek to understand how problem solving fits into the context of the culture within which he is operating. The advisor must ask himself the following questions when presented with a problem from his indigenous forces:

- √ **What is the underlying agenda beneath the problem.**
- √ **What are the cultural factors that influence why this problem has now become the advisor's problem?**
- √ **What can the advisor do within that cultural context to solve the problem?**

3.17. Often, the problem presented to the advisor is not the real problem at all. For Example: The indigenous forces are never on time to an event or operation – the advisor addresses the problem of timeliness through a U.S. lens. The indigenous forces do not respond to the threats, intimidation, anger, and seemingly irrational behavior of their advisor as it relates to time.

3.18. In the example above, the advisor may come to realize that time is not essential to the indigenous forces. The indigenous forces may not have ever possessed a watch, or had to be concerned with timeliness during their lives. The advisor must work through that cultural lens to gain influence on the timeliness of his indigenous forces. Appeals to honor, brotherhood, and explaining, in particular, why time is important in this case may work. Other examples of problem pitfalls are:

- √ **Pitting a tribal member (in FSF) against his own tribe.**
- √ **Attempting to train to a standard based on U.S. ideals.**

3.19. Applying detailed planning and execution strategies to indigenous operations. Advisors inherently have great responsibility and little authority. Only through examples of effectiveness, built slowly over time will the advisor begin to solve these types of problems. After asking himself the questions noted in the first paragraph above, the advisor must seek to solve the problem by:

## **Partnering**

3.20. Partnering occurs when coalition forces form a synergistic relationship with their corresponding HN unit. This relationship develops over time due to the efforts of both commanders and their respective leaders. These partnerships harness the strengths of both Coalition and the FSF. Partnering takes many forms but in its simplest, a BCT (or RCT) partners with either a Brigade or Division depending upon the AOR. The partnership serves as a combat multiplier on both sides of the relationship. Effective partnering activities include joint planning, training, and joint operations. Jumping the BCT/RCT tactical command post (TAC) to the indigenous commander's headquarters once or twice a week for meetings between the leaders and staffs is a very beneficial technique for partnering and can also be a boon to the indigenous commander's legitimacy with the local community. In most cases, U.S. or Coalition units are more readily able to jump TACs to FSF headquarters than vice versa, so it is important for Coalition commanders to lean forward, going to the FSF headquarters as much as possible. A key component of partnering is the hand-off between units as one replaces

another. Effective partnerships must be passed on for progress to occur.

3.21. Partnering follows similar lines down the entire chain of command. A U.S. battalion/squadron partners with an FSF battalion, whether Army or National Police. Similar partnering occurs between the two units. The Coalition battalion, working in concert with the attached (enhanced) advisor or Transition Team, may provide additional training resources or personnel to assist their partner unit in further developing their own logistics, maintenance skills or combat efficiency. Conversely, the FSF battalion can provide enhanced HUMINT, language skills and knowledge of the operating environment to their sister Coalition battalion. The Military Transition Teams (MiTTs), whether organic from the BCT or externally sourced, serve as the conduit to the BCT's partnering effort, but are not liaisons. With their additional advisor/cultural training, the MiTT members work exclusively with the HN leadership at their respective level and facilitate open discussions. The MiTTs are combat multipliers, enhancing the communications, understanding, and integration between the two commands and also provide an honest assessment of the capabilities, skills and competency of their Iraqi unit. This helps the BCT in planning the type, amount and duration of joint activities and training their Iraqi partner unit may benefit from.

3.22. Partnering is time consuming and may require drastic paradigm shifts that place both parties in unfamiliar and uncomfortable situations. Without a concerted effort towards truly making partnering successful, the collective and collaborative objective will never be achieved. Both parties must be involved and understand that there will be development and progression throughout the teaching, coaching, and mentoring partnering phases. During the teaching phase, a traditional "student/teacher" relationship will exist. This phase may occur when the FSF is newly formed. As the FSF increases in unit cohesion and proficiency, the partnering relationship will become more coequal; thus moving into the coaching phase. Finally, as the FSF becomes fully operational, it will take the lead in planning, training, and operations, and the partnering relationship will have moved into the mentoring phase.

***"A good partnership between US/IA forces is the quickest way to improve Iraqi company-level lethality/effectiveness. Our battalion (Iraqi Army) has partnered with two US companies in the last seven months. Both have been outstanding and have contributed immeasurably to the overall readiness of our battalion. US company commanders have attended their orders and targeting meetings and have provided vital input. US soldiers have worked with Iraqi Army soldiers and it has been a great relationship. Their role in training and conducting operations with the IA can't be underestimated. Continuing to build relationships between US maneuver companies and IA maneuver battalions is the quickest way to train IA companies."***

***TT Team Chief***

### **Techniques for Partnering**

3.23. *Teaching Phase.* Providing instruction and/or education to FSF to develop skills and knowledge necessary to accomplish a particular objective.  
Methodology: Interactive, practical, and concrete. Nonconfrontational, safe and secure environment where the FSF is allowed to fail and learn from failure.  
**Example:** U.S. weapons familiarization and firing range qualification.

3.24. *Coaching Phase.* Assisting the FSF to reach the next level of knowledge by practicing those skills and building on previous teaching.  
Methodology: Recipient receives more responsibility for success while the advisor gives assistance as required; practical application vignettes.  
**Example:** FSF develops squad TTPs and establishes immediate action drills.

3.25. *Advising Phase.* Partner unit leaders provide counsel to their FSF counterparts to assist the FSF in making decisions based on applying knowledge and through a mutually developed bond of trust.

Methodology: Recipient is responsible for making the decision while the partner leader provides only advice.

**Example:** FSF plans and executes a squad size patrol implementing proper weapons procedures, TTPs, and immediate action drills.

It is absolutely critical that coalition cohorts and counterparts subordinate themselves to the FSF and provide input and mentoring only when necessary in this advanced phase.

Partner units evaluate whether or not the objective has been met; rather than “that is not the way I would have done it.”

3.26. Effective partnering is a combat force multiplier, and it will ultimately lead to a concerted unity of effort and combat effectiveness for both parties. Effective partnering will only occur if it is a top priority of the BCT/RCT commander and proactively woven into and through every subordinate unit and task of the brigade. Effective partnering requires development of a unique mindset.

- √ **Seeing problems through the eyes of the indigenous forces (insight).**
- √ **Addressing the actual underlying issues that cause the problem.**
- √ **Using influencing strategies to negotiate conflict resolution.**
- √ **Using examples, and exploiting the indigenous culture to solve the problem in a way that appeals to that culture, and moreover, *is* effective when applied to that culture.**

### **Specialty Training: Rapport-building, Negotiation, Small-group Team Building, Coaching, Mentoring, Training at All Levels**

3.27. Prior to deployment, specialty training is recommended for members of the maneuver unit. As a minimum, all unit members should undergo cultural awareness training and basic language for the target area. Additionally, training in rapport building, negotiation, small group team building and mentoring should be offered at all levels. The fact that non-advisor members of the unit will interact with HN forces on a regular basis reinforces the need for this specialty training.

3.28. For advisor team members themselves, training in the areas mentioned above should be extensive. Mastery of these topics should be a prerequisite for continuation in the advisor program. This may necessitate beginning training for more than 100% of the personnel requirements so that attrition can be allowed to refine the quality of the final team.

3.29. In addition to the general advisory topics listed here, in depth training on HN weapons systems, communications, and infrastructure is a necessity.

### **Understand MDMP vs. British Estimate Process**

3.30. Feedback from the Contemporary Operating Environment (COE) indicates that HN forces may be more comfortable using the British estimate process in lieu of the U.S. military decision making process; the British process fits well with certain cultural norms. U.S. units should have at least passing familiarity with the British process.

3.31. The British Estimate Process, or All Arms Tactical Aide Memo, Army Code 71770 consists of seven components:

- √ **What is the enemy doing and why? Based on IPB – terrain/enemy capabilities and intent**

- √ **What have I been told to do and why? Based on commander's intent and mission analysis**
- √ **What effects do I want to have on the enemy and what direction must I give to develop a plan?**
- √ **Where can I best accomplish each action/effect? Results in outline scheme of maneuver**
- √ **What resources do I need to accomplish each action/effect? Relative strength; troops to task**
- √ **When and where does each action take place in relation to each other? Coordinating instructions: fire plan; tasking timeline; wargame/what ifs**
- √ **What control measures do I need to impose? Coordinating instructions: boundaries; objectives; routes; report lines; fire support coordinating measures; operations security**



## CHAPTER 4

# PLANNING AND EXECUTING SFA OPERATIONS

*"In war, all things are simple, but even the simplest thing is difficult."*

Clausewitz

When a unit has been tasked to conduct SFA, major adjustments may be necessary to accomplish the mission. A commander has basically four approaches he can take to accomplish his SFA task: partnering, advising, augmenting or a hybrid combination of the other three. The maneuver commander may have to completely reorganize his organization. New task organizations may center around functions rather than around traditional TO&Es. For instance, there might be a need for an "advisor" unit, a "partnering" unit and an "overwatch" unit. The advisor unit would provide TTs or TTEPs for the HN security forces. Partner units would maintain traditional missions, but conduct them in conjunction with HN units. Overwatch units would provide back-up capability for missions that required additional capability. Additionally, some limited logistic support may be necessary. The exact nature of a unit's assigned mission and METT-TC will drive modifications to headquarters and maneuver units.

### **Develop SFA Objectives for the Deployment**

- 4.1. When developing the operational design for their area of responsibility, commanders should incorporate how they will execute security force assistance into their planning.
- 4.2. The ultimate aim and measure of effectiveness for SFA is the establishment of a self-sustaining, safe and secure environment maintained by the HN security forces. Commanders should consider developing objectives that result in HN security forces that are:
  - √ **Competent. Across all levels and functions.**
  - √ **Capable. Appropriately sized and effective enough to accomplish missions, sustainable, and resourced within HN capabilities.**
  - √ **Committed. To the security and survival of the state, preservation of the liberties and human rights of the citizens and peaceful transition to power.**
  - √ **Confident. The FSF to secure the country, citizens that trust their security forces will provide security and be professional, HN government confident they have the correct security forces, and the international community believes the security forces are forces for good.**

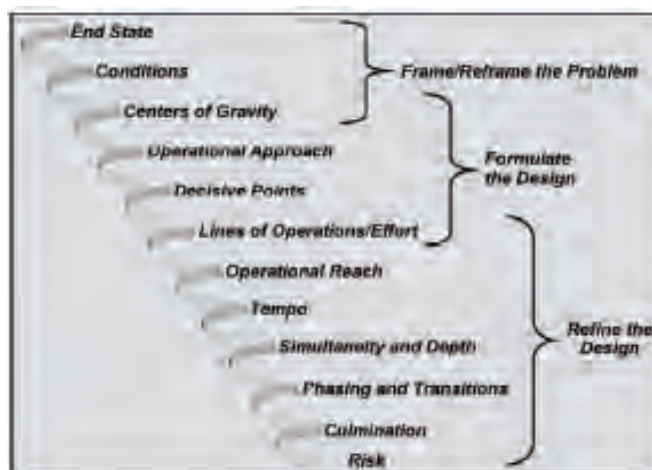
*“When we arrived in October, 2006 our transition team received very little guidance with regards to an end state for our Iraqi Army battalion. Most guidance ran along the lines of “make your battalion better”, “help your battalion to succeed”, or “get your battalion in the lead so we can go home”. This very good guidance, when taken in the context of ongoing efforts in Baghdad, created further questions. The most important question is “what kind of Army are we trying to create?” Some leaders say that they want an Iraqi Army that is “as good as the US Army”. Others say that “if it is good enough for Iraq, it’s good enough.” The Iraqi Army may not be like ours because there are significant political and physical constraints that prevent them from looking and acting like a US Army battalion. A good start point for purposes of this article, then, is that question—what is a good Iraqi Army battalion?*

*Our transition team’s consensus definition is this: “a good Iraqi Army battalion has professional values and can achieve desired effects against insurgent forces.””*

*TT Team Chief*

## Commander’s Initial Guidance

4.3. As the BCT staff develops SFA objectives and engages in the MDMP process to achieve the unit’s SFA purposes, the commander simultaneously develops his initial guidance. The nature of the guidance will depend in large part on when the SFA operation is taking place, whether it occurs in the Shaping Phase or later in the operation.



4.4. The Commander’s initial guidance, in addition to that outlined in FM 5.0 page 3-15, may also address the following in order to further focus the staff:

- ✓ **Elements of operational design he wishes to incorporate into the plan. Specifically, Endstate, Conditions, Operational Approach, Decisive Points and Culmination.**
- ✓ **Friendly SFA COAs to consider: Differing methods on how to team/partner, collocate, C2, roles of TT members, and methodology.**

- √ **Enemy COAs (ECOA) to consider. What are the likely ENY COAs to be employed as he seeks to defeat your plan/purpose in relation to SFA activities?**
- √ **Identification of decisive points or nodes: What are those forces, events, geographic locations that if properly influenced will allow us to be successful.**
- √ **Guidance for security during the conduct of SFA missions: How will the BCT secure its TT's? Inside or outside the FOB/patrol base; PSD's, ad hoc arrangements.**
- √ **Guidance for ISR operations during SFA operations. Identify the focus of ISR operations as they relate to SFA operations — reconnaissance or security focused.**
- √ **Deception guidance (if any).**
- √ **Fire support guidance and EFSTs if applicable. Determine or identify the level of FS that the BCT is prepared to dedicate to supporting SFA activities.**
- √ **Risk (tactical and accidental). The commander indicates where he envisions risk among the range of SFA COAs.**
- √ **Logistics. The commander provides the staff with his ideas on echeloning of trains and how the CSS basing structure will impact SFA operations.**

### **Initial Commander's Intent**

4.5. There is a direct correlation between the condition (or effects) the commander seeks to achieve and his Intent.

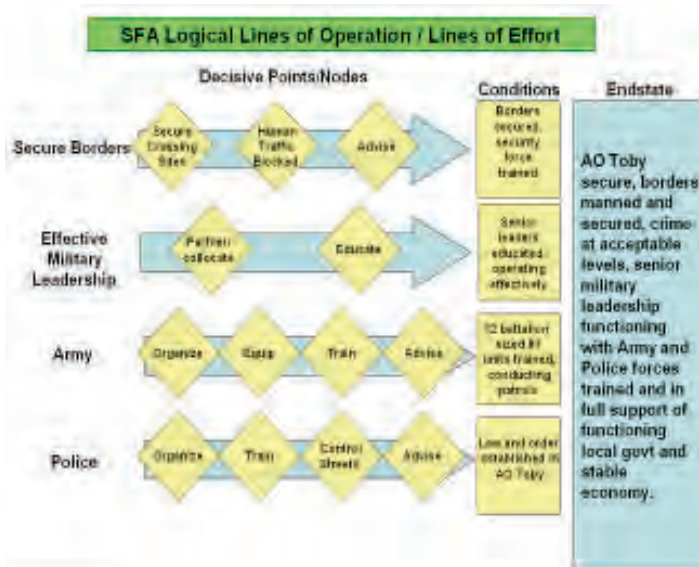
4.6. Some ideas for articulating the commander's intent during SFA operations might include:

- √ **Purpose: Not the "why" of the mission statement restated, but a more descriptive presentation of what the unit seeks to achieve. How the unit is nested to the higher purpose may also be relevant. For example: 1 BCT's purpose is to secure the perimeter and people of the AO through the use of indigenous forces allowing reconstruction of schools and the electrical substation at village Z.**
- √ **Key tasks: Not tactical tasks, but those conditions that must be achieved for the unit's endstate to be achieved. For example: Streets of village "X" safe and secure. Two battalions of infantry trained and able to shoot, move, communicate and plan operations with coalition forces.**
- √ **Endstate: The endstate describes how the commander sees the relationship between the FSF, the enemy (if applicable), terrain, population and the friendly force.**

### **Lines of Operation**

4.7. Commanders at all levels may utilize the elements of operational design in order to help them better understand, visualize and describe complex problems. BCT commanders will use many of the elements of operational design during SFA missions – specifically those elements that assist with framing the problem and organizing the environment (FM 3.0 describes these elements in detail).

4.8. Particularly helpful to planners will be an understanding of how the commander views the operation in terms of design. In SFA operations we are primarily concerned with LOE (Army) or LLOO (Joint). The following figure demonstrates how these lines of effort might be portrayed.



## Mission Focus – Partnering

### Partnering Unit Focus

4.9. A BCT/RCT may be given the primary mission of “securing the local population” or eliminating pockets of insurgent resistance. How they accomplish that mission can become secondary to making it happen. This could easily lead to counterproductive operations. Every time a BCT conducts a mission in lieu of the HN force or takes the dominant role, it risks the effect of extending the duration of HN dependency and delays transition to HN independence. BCT commanders should try to adopt the SFA focus as much as possible. Meaningful engagement with the advisor team and with the HN force is key to developing competent and effective HN forces.

4.10. In conjunction with the advisor team, the BCT commander should examine how he can best partner with the HN force. Depending on where the HN force is in its developmental process, the degree of direct engagement will vary.

4.11. Cross attaching units at various levels can leverage the strengths of both U.S. and HN forces. As HN capabilities mature, the level and degree of partnering can be adjusted and eventually changed to an “overwatch” situation, that is, where the HN unit conducts autonomous operations, but with U.S. forces available for quick reaction assistance should it become necessary. Identifying good triggers for more autonomy and responsibility is tricky but necessary in order to drive effective evaluation. Failure to do so may result in awkward transitions at CF force’s RIP/TOA.

4.12. In order to develop seamless operations, U.S. units should consider establishing combined cells for intelligence, operations, planning and logistics. Combined cells are essentially local versions of the Coalition Coordinating Cells found at the JTF level and perform several key functions. First and foremost, they support transparent operations and unity of effort. Secondly, they enhance the relationship between the BCT and the HN force by demonstrating a degree of trust. Finally, they develop HN capacity in key staff areas by having HN personnel get intimately familiar with various staff procedures by performing them alongside their CF partners. Open relationships in combined cells are not without risk. There is always the danger that operations and plans may be compromised by HN staff members operating on other agendas.

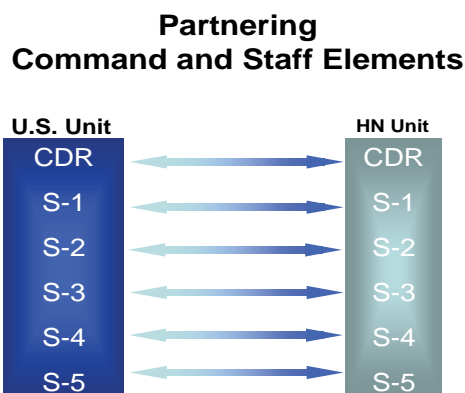
√ **The design and relative importance of an FSF cell has a direct impact on the perceived importance (from the FSF perspective) of their unit.**

- √ If the FSF cell is headed by an officer or NCO of inferior status to the coalition unit S/G-3 then the FSF perception of their own relative importance to the overall mission will be degraded.
- √ If the FSF cell is not given equal status to that of the operations section within a coalition cell, then the FSF cell's ability to execute their mission in support of the FSF will be degraded.

4.13. Methods of increasing the relative status and importance of the FSF Cell:

- √ Create the FSF cell so that it has equal status to that of the S/G-3 within the coalition unit. This includes manning the FSF cell with considerable capability, and staffing the FSF cell with personnel of equal rank to the S/G-3 section.
- √ If the FSF cell is created as a subordinate organization to the S/G-3, ensure that the supported FSF commanders and operations officers understand that their primary point of contact is the coalition S-3, and not the subordinate FSF cell leader.
- √ It is not inherently wrong to create an FSF cell; in most cases the efficiencies to be gained by creating a staff section to deal primarily with FSF can have a positive effect. The central issue with the FSF cell is how it impacts the legitimacy of the FSF both externally (how the FSF perceive their own relative importance) and internally (how the coalition unit perceives its own efforts relative to the FSF).
- √ In all cases, strive to enhance the legitimacy of the FSF by increasing the relative importance of the FSF cell within both of the contexts described above.
- √ In many cases, coalition units may designate embedded advisor teams as liaison cells to the FSF. It may seem intuitive to make this designation, but there are drawbacks to this approach.

4.14. Another partnering technique is to establish relationships between command and staff elements of U.S. and HN forces. Teaming up with their U.S. counterparts allows HN personnel to learn through observation of U.S. personnel performing their functions. This is often a useful construct when the HN culture is extremely sensitive to the concept of "face". In this situation, HN personnel can make observations without having to expose their lack of knowledge or appear to be in a subordinate position.



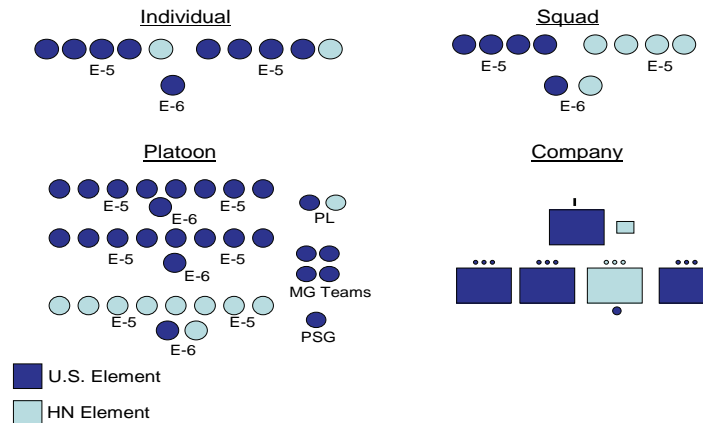
### Augmenting

4.15. Augmenting is an arrangement where the HN provides either individuals or elements to U.S. units. This is the same concept used in the KATUSA (Korean Augmentation to U.S.

Army) program. Augmentation can occur at a number of levels and in many different forms. For example, a U.S. squad can be augmented with HN individuals, a U.S. company can be augmented with a HN platoon, and a U.S. battalion can be augmented with a HN company etc.,,, The advantage to this arrangement is that the HN element is immersed in a U.S. environment while providing language capability and cultural awareness to the U.S. unit. A disadvantage is that when the HN unit returns to its native environment, it is uncertain whether the benefits gained by its association with the U.S. unit will be retained.

4.16. Presented in the depiction below are examples of how augmenting can be implemented. There are many different forms and varieties that augmentation can assume.

## Augmentation Examples



4.17. Further considerations for facilitating HN and Partner Unit Relationships

- ✓ **Combined Commander's Update Briefings (CUB)**
- ✓ **Combined Target Meetings**
- ✓ **Combined Training Meetings**
- ✓ **Commander & S-3 attend back briefs**
- ✓ **HN LNOs**
- ✓ **Attend parallel planning**
- ✓ **Proximity is a consideration**

## Mission Focus - Advisor/Transition Team Focus

4.18. Advisor teams or TTs advise, coach, and teach FSF and can provide them with direct access to Coalition capabilities such as air support, artillery, medical evacuation and intelligence gathering. They also assist FSF in assuming full responsibility for security of their country. Advisor teams primary focus is on the development of the HN forces to which they are detailed. At the same time, they will experience pressure from multiple sources as they perform their missions. Coalition maneuver units are interested in accomplishing assigned counterinsurgency or foreign internal defense missions with or without HN forces participation. And, of course, being in an exposed position with the host nation, the team itself will need to focus on force protection.

4.19. Advisor teams need to have a clearly defined and structured chain of command under

which to operate. This is not only for logistics and support, but also to ensure that the team's focus stays sharp and the mission of enabling the HN to assume its own destiny stays in the forefront. Advisor teams will often find themselves answering to their higher military assistance group, the BCT they are attached to, and the HN unit they are embedded with. A well defined chain of command will alleviate any confusion in regards to who tasks, or monitors the team's progress, as well as ensuring constant and adequate team sustainment.

4.20. BCTs are responsible for providing the following to the advisor teams.

- √ **Force protection**
- √ **Sustainment**
- √ **Coalition effects**
- √ **Augmentation**
- √ **Understanding and patience**

### **Internally Sourced Advisor Teams v. Externally Sourced Advisor Teams**

4.21. Depending on the situation, transition teams may be formed and trained from external sources or formed from the internal resources of the BCT. There are considerations for each type of team.

4.22. **External teams.** The first major challenge facing BCT commanders when they inherit TTs from outside sources is the lack of BCT/TT relationships. Partnering forces have little if any previous knowledge of TT members performance or capabilities. Additionally, external TTs may or may not be in the BCT's rating scheme. Regardless of the formal relationship, establishing a firm bond with the TT is critical to mission success. Because they were trained in a focused manner, teams should deploy with good preparation for their special mission. They should have excellent advising skills and should have good internal cohesion.

4.23. **Internal Teams.** When TTs are generated out of hide, they have instant rapport with the sending BCT. They are trusted members of the BCT with existing relationships to the BCT and who are rated by BCT members. Generating TTs out of hide, however, has the down side of taking a disproportionate number of senior NCOs and key officers out of the organization. Ad hoc TTs may require extensive training to prepare them for the new mission. Additionally, if the BCT receives a change of mission requiring geographical relocation, TTs will be withdrawn (with or without proper RIP/TOA) and disruption within the HN unit will ensue. This course of action works most effectively when the sending unit can be plussed up with an overage of appropriately ranked officers and NCOs and when the unit has a reservoir of officers and NCOs with advisor training and experience.

### **Advisor Team Enhancement Package**

4.24. In Iraq and Afghanistan, the standard 11/16 man TT is often too small to be able to split and work in multiple locations and still provide its own protection. In order for the TTs to work properly, the BCT may have to augment or enhance the TT. (Not all TTs will require this augmentation).

4.25. A proven method is to provide one U.S. platoon OPCON to augment an already embedded BN TT. While a platoon augments each battalion TT, the company headquarters works with their respective indigenous BCT/RCT TT, enhancing the TT's ability to develop the staff and leaders at that level.

4.26. The enhancement platoons are not just security guards for the TTs. The platoon picks up segments of the TT mission (They may serve as trainers.), the TTs can then multi-task,

providing an ability to simultaneously cover down on planning, operations, and training. TTEP personnel should receive additional training in advisor skills and culture in order to optimize their effectiveness.

- ✓ **Technique:** In sectors where a BCT/RCT may be covering down on an Iraqi Division, BCTs have committed their Fires or RISTA battalion completely to the TTEP and ISF/TT mission with one Coalition company/troop to augment the four TTs assigned to each Iraqi Brigade. The Battalion staff and headquarters are then available to form the BCT's "ISF Cell."
- ✓ **Benefits:** This approach provides an integrating function that allows the BCT/RCT to effectively integrate security operations with ISF development. The U.S. battalion dedicated to the ISF mission has no other focus other than developing the Iraqi units, providing life support to the enhanced transition teams, and assisting with integrating ISF and Coalition operations to secure the population.

### Hybrid

4.27. Another option available to the commander is a combination of one or more different approaches. For example, a commander may opt to provide advisors to a HN unit as well as establishing a partner relationship. There are various advantages and disadvantages to the different approaches and their combinations. Bottom line, the optimum solution is wholly dependent on the situation and is based on a thorough analysis of the mission, resources and the operational environment.

### Relief in Place/Transition of Authority (RIP/TOA)

4.28. If external advisor teams are operating with a BCT, commanders should be aware that the potential exists that the teams could be rotated in and out of the area of operations. In this instance, it is necessary to institute a formal RIP/TOA process to ensure a seamless battle handover occurs between advisor teams. The chart below is a 10 day model that commanders can use to plan a RIP/TOA.

**TEN DAY RIP/TOA MODEL**

	R-11	R-10	R-09	R-08	R-07	R-06	R-05	R-04	R-03	R-02	R-01	R-DAY	R+01
<b>NEW TEAM ARRIVES</b>		Report Link Up	In brief				Report Change Over			Out brief		TOA	
	OUTGOING TM LEADS: "RIGHT SEAT"						INCOMING TM LEADS: "RIGHT SEAT"						
	INCOMING TM FOLLOWS: "LEFT SEAT"						OUTGOING TM FOLLOWS: "LEFT SEAT"						
	<ul style="list-style-type: none"> <li>• Receive Incoming Team</li> <li>• Execute RIP/TOA Key Tasks:               <ul style="list-style-type: none"> <li>• Maneuver</li> <li>• C2</li> <li>• Intel</li> <li>• Fire Support</li> <li>• Survivability</li> <li>• Combat Service Support</li> <li>• IA Unit Orientation</li> </ul> </li> </ul>						<ul style="list-style-type: none"> <li>• Observe Performance of Key Tasks:               <ul style="list-style-type: none"> <li>• Maneuver</li> <li>• C2</li> <li>• Intel</li> <li>• Fire Support</li> <li>• Survivability</li> <li>• Combat Service Support</li> <li>• IA Unit Knowledge</li> </ul> </li> <li>• Execute RIP/TOA Out brief</li> </ul>						
<b>RIP/TOA IN BRIEF AND OUT BRIEF:</b>													
<ul style="list-style-type: none"> <li>✓ OUTGOING TT CHIEF SCHEDULES IN BRIEFS AND OUT BRIEFS ICW IAG J3 NLT R-30</li> <li>✓ BRIEFING REQUIREMENTS:           <ul style="list-style-type: none"> <li>➢ DIV LEVEL TT – BOTH TT CHIEFS BRIEF CDR, IAG AND MND's ADC</li> <li>➢ BDE LEVEL TT – BOTH TT CHIEFS BRIEF DIV TT CHIEF AND US PARTNERSHIP BCT CDR</li> <li>➢ BN LEVEL TT – BOTH TT CHIEFS BRIEF BDE TT CHIEF</li> </ul> </li> </ul>													
<b>OLD TEAM DEPARTS</b>													

### Keys to Success

4.29. Sharing the same Area of Operations with multiple entities is always a challenge, but



when cultural differences and lack of clear command relationships are added to the mix, major problems can arise. One of the classic cases often cited occurs when an advisor team has worked over an extended period of time to develop effective relationships with its HN force and local authorities only to have them crushed in a single ill-advised operation by the CF unit. At its core, this issue is a simple reflection of poor communications and poor leadership.

- √ **BCT commanders should establish close and continuing relationships with all advisor teams of units operating in his AO. In addition to advisor teams assigned to military units in direct contact with the BCT, there may be advisors with local police, border, and other forces.**
- √ **A BCT/RCT commander should establish close and continuing relationships with all HN units (military, police, others) operating in his AO.**
- √ **A BCT/RCT commander should establish close and continuing relationships with all political entities in his AO.**
- √ **Before each operation, as part of the MDMP, the BCT/RCT commander should consider 2d and 3d order effects of the operation and ensure that his intentions are coordinated with the advisor teams of HN units in the AO.**
- √ **CF unit leadership should develop and exercise an advanced degree of cultural awareness to ensure that operations and relationships achieve the desired long term effects.**

In short, the closer the maneuver commander works with his advisor teams and the more he interacts with local political and cultural leaders, the better his overall chances of success.

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# APPENDIX A

## AREA ASSESSMENT

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**Background** - To be effective, advisor teams should complete area assessments of the regions where they will be deployed. BCT/RCT leadership should review area assessments and assist in production, as needed. Advisor teams must take into account the cultural differences between the security forces of the host nation and U.S. forces. Both the professional culture and the culture of the host nation affect the understanding and reaction of the soldiers and police officers of the security forces. The following Area Assessment provides a framework to evaluate many of the factors that impact the SFA mission.

### Area Assessment Format (FM 3-05.401, Civil Affairs TTPs, December 2007)

#### Rapid Assessment Current as of: (MM/DD/YY)

#### **I. GENERAL INFORMATION**

- A. Location name
- B. Location (military grid reference system or latitude/longitude)
- C. Total land area (square miles, kilometers)
- D. Topography (basic type of geography, such as desert, mountainous, or forested)
- E. Climate and seasons (basic description of the local climate and seasonal breakdowns)
- F. Languages and dialects spoken.
- G. Key landmarks
- H. Brief area history, with focus on cultural aspects (any pertinent recent or ancient history)

#### **II. KEY PERSONS** (Brief biographies, including gender, age, family, politics, associations, demeanor, habits, and influence)

- A. Mayor
- B. Police chief
- C. Religious Leaders
- D. Local military leaders
- E. School leaders
- F. Tribal leaders
- G. Other leaders.
- H. IGOs/NGOs/OGAs in the area (list all entities providing assistance, including POC and type, quantity, and frequency of assistance)

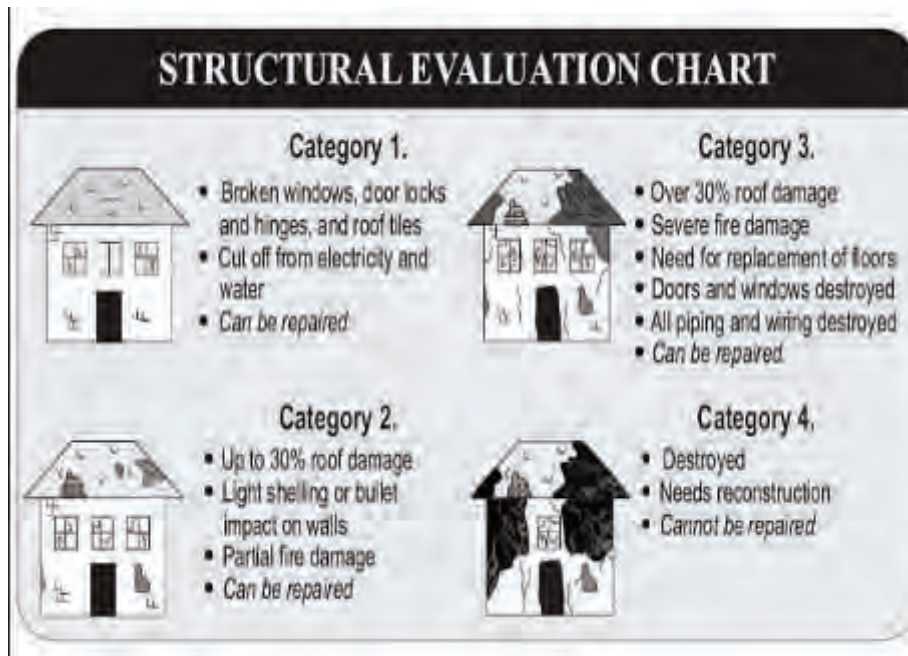
#### **III. INDIGENOUS POPULATION**

- A. Population totals
- B. Families
- C. Males
- D. Average age of males
- E. Females
- F. Average age of females
- G. Children
- H. Average age of children
- I. Ethnic composition (basic ethnic breakdowns by percentage)

- J. Religious makeup (basic religious breakdowns by percentage)
- K. Social structure or hierarchy
- L. Distribution of specific populations and groups (intermixed or split by ethnicity or religion into areas)
- M. General populace demeanor (pro-, neutral, or anti-United States; pro-, neutral or anti-HN)

**IV. STANDARD OF LIVING**

- A. Food (sources, quantity, quality, average diet, reliability across the community)
- B. Water (sources, quantity, quality, reliability across the community)
- C. Power (sources, quantity, quality, reliability across the community)
- D. Sewage (type, capacity, reliability across the community)
- E. Transportation
  - 1. Public
    - a. Local (basic systems used for travel within the community)
    - b. Intercommunity (basic systems used for travel between communities)
  - 2. Private
    - a. Local (basic types used for travel within the community)
    - b. Intercommunity (basic types used for travel between communities)
- F. Shelter
  - 1. Types of dwellings (huts, single story, multistory, high-rise)
  - 2. Standard construction material (wood, brick, mud, steel, block)
  - 3. Number of dwellings (total estimated number)
  - 4. Overall category (list by percentage using the structural evaluation chart below)
    - a. Category 1
    - b. Category 2
    - c. Category 3
    - d. Category 4



- G. Communications
  - 1. Telephone (percent of households, reliability, service providers)
  - 2. Television (percent of households, number of channels, reception, reliability, service providers)
  - 3. Radio (percent of households, number of channels, reception, reliability, service providers)
  - 4. Newspaper (percent of households, number of printings weekly, views, reliability).
- H. Medical
  - 1. Facilities
    - a. Hospitals (size, location, capacity, capability, reliability)

- b. Clinics (size, location, capacity, capability, reliability)
- c. Dental offices (size, location, capacity, capability, reliability)
- d. Veterinary offices: (size, location, capacity, capability, reliability)
- e. Mortuaries: (size, location, capacity, capability, reliability)

I. Education

- 1. Basic education level
- 2. Facilities

- a. Grade schools (POCs, locations, capacity [current and future], schedule, shortfalls)
- b. High schools (POCs, locations, capacity [current and future], schedule, shortfalls)
- c. Universities (POCs, locations, capacity [current and future], schedule, shortfalls)
- d. Religious schools (POCs, locations, capacity [current and future], schedule, shortfalls)

J. Crime

- 1. Rate
- 2. Types (predominant types of crime in the community)
- 3. Areas (locations of concentrations, bad areas)
- 4. Figures (identified crime figures with biographical information, if available)
- 5. Penal institutions (type, organization, structural information, capability, current capacity, and locations)

K. Unique problems and challenges (miscellaneous information)

**V. ECONOMIC CHARACTERISTICS**

- A. Type of economy (market, agrarian, industrial)
- B. Currency (all currencies and any known exchange rates)
- C. Unemployment rate (percent of eligible work force that is unemployed)
- D. Self-employed (percent of eligible work force that is self employed)
- E. Nature of self-employment (list professions if they constitute a major percentage of the self-employed)
- F. Employed (percent of eligible work force that is employed by others)
- G. Nature of employment (list professions if they constitute a major percentage of the employed)
- H. Trade/exchange with other locations (list major items, agreements, and methods for trade with other population areas)
- I. Natural resources (list all major natural resources for the community)
- J. Main crops (main staple crops of the community, even if not an agrarian economy)
- K. Livestock (main livestock types, locations, and uses)
- L. Industry type (major industries that support the community)

**VI. POLITICS**

- A. Political system.
- B. Parties (number and density).
- C. Representatives (elected or selected).
- D. Political attitude toward the United States and HN governments.
- E. Biographies of key officials/leaders (if not covered in Section II).

**VII. MILITARY AND PARAMILITARY FORCES** Identify friendly and hostile conventional military forces (Army, Navy, Air Force) and internal security forces (including border guards, local police, international police) that can influence mission execution. Analyze nonnational or hostile forces, as well as national (indigenous) forces, using the subdivisions shown below

- A. Coalition SF
  - 1. Coalition SF within the TT's AO
  - 2. Coalition SF adjacent to the TT's AO
- B. Indigenous SF
  - 1. Indigenous SF within the TT's AO
  - 2. Indigenous SF adjacent to the TT's AO
  - 3. Morale, Discipline, and Political Reliability

4. Personnel Strength
5. Organization and Basic Deployment
6. Uniforms and Unit Designations
7. Ordinary and Special Insignia
8. Overall Control Mechanism
9. Chain of Command and Communication
10. Leadership. Note officer and NCO corps
11. Nonnational Surveillance and Control Over Indigenous Security Forces
12. Training and Doctrine
13. Tactics. Note seasonal and terrain variations
14. Equipment, Transportation, and Degree of Mobility
15. Logistics
16. Effectiveness. Note any unusual capabilities or weaknesses
17. Vulnerabilities in the Internal Security System
18. Past and Current Reprisal Actions
19. Use and Effectiveness of Informers
20. Influence on and Relations with the Local Populace
21. Psychological Vulnerabilities
22. Recent and Current Unit Activities
23. Counterinsurgency Activities and Capabilities: Pay particular attention to reconnaissance units, special troops (airborne, mountain, ranger), rotary-wing or vertical-lift aviation units, counterintelligence units, and units having a mass NBC delivery capability.
24. Guard Posts and Wartime Security Coverage: Note the location of all known guard posts or expected wartime security coverage for all types of installations. Pay particular attention to security coverage along the main LOC (railroads, highways, and telecommunications lines) and along electrical power and petroleum, oils, and lubricants (POL) lines.
25. Forced Labor and/or Detention Camps: Note exact location and description of the physical arrangement (particularly the security arrangements).
26. Populace and Resources Control Measures: Note locations, types, and effectiveness of internal security controls. Include checkpoints, identification cards, passports, and travel Permits.

**VIII. RESISTANCE ORGANIZATION:** Identify the organizational elements and key personalities of the resistance organization. Note each group's attitude toward the United States, the hostile power, various elements of the civilian populace, and friendly political groups. This information is more relevant when supporting SF groups.

- A. Guerrillas.
  1. Disposition, strength, and composition
  2. Organization, armament, and equipment
  3. Status of training, morale, and combat effectiveness
  4. Operations to date
  5. Cooperation and coordination between various existing groups
  6. Motivation of the various groups and their receptivity
  7. Quality of senior and subordinate leadership
  8. General health
- B. Auxiliaries and the Underground
  1. Disposition, strength, and degree of organization
  2. General effectiveness and type of support

**IX. EMERGENCY SERVICES**

- A. Police (organization, structure, strength, functions, equipment, enforcement methods, and locations)
- B. Fire (organization, structure, strength, functions, equipment, and locations)
- C. Rescue (organization, structure, strength, functions, equipment, and locations)
- D. Militia (organization, structure, strength, equipment; product of national military policy or separatist organizations)
- E. Unique problems and challenges

**X. SIGNIFICANT STRUCTURES** (This includes any major structures not already covered.)

- A. Dams
- B. Bridges
- C. Water/sewage treatment plants
- D. Water distribution facilities
- E. Religious structures
- F. Historic structures (any items/locations of significant value to the local populace).
- G. Cultural structures (any items/locations of significant value to the local populace, to include zoos and libraries).
- H. Power generation plants
- I. Power distribution nodes
- J. Rail lines, yards, and switching stations
- K. Airports
- L. Port areas
- M. Government buildings

**XI. DISLOCATED CIVILIANS**

- A. Location (grids for all major concentrations)
- B. Quantity (numbers broken down by male/female/children)
- C. Composition
  - 1. Ethnicity
  - 2. Religion
- D. Disposition (general status of the DC population, for example, self-sufficient, receiving assistance, sick, or starving)
- E. Unique problems and challenges with local community

**XII. OBSERVATIONS** (General comments on traditions, customs, or taboos observed)

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# APPENDIX B

## Advisor Team Template

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**Background** - The following information is taken entirely from an Operation Iraqi Freedom transition team tactical standard operating procedure (SOP). This is a way to divide responsibilities within an advisor team, but is not all inclusive or appropriate to all situations. This is an 11 man team with 3 vehicles. The important advisor take-away is that each advisor team must develop their own SOP based on the experiences of other teams to task organize and assign responsibilities.

### Transition 2 Intelligence Officer

Principal advisor to TT Chief for Intelligence (S2); Provides routine situational update (road conditions and recent activity) for combat patrols; Acting TT S5 (cultural affairs), responsible for maintaining cultural calendar and advising TT of key dates and significant activities; Maintain accountability and welfare of interpreters; Advise TT on base defense and force protection; Provide Input for Training and Readiness Assessment (TRA); Primary vehicle driver (monitor and pass tactical reports); Combat lifesaver.

Train S2, ISF Bn on map reading, conduct of intelligence preparation of the battlefield (IPB) in support of operations, Military Decision Making Process (MDMP), Intelligence collection plan; assisting S2, ISF Bn processing tactical information into predictive analysis, supporting intelligence for combat operations and briefing the ISF Bn Commander; Train Sensitive Site Exploitation (SSE).

### Transition 3 Operations Officer

Principal advisor to TT Chief for Operations and Training (S3); Provide trip ticket for combat patrols; Training OIC for TT (maintaining weekly training and operations calendar); Provide Input for Training and Readiness Assessment (TRA); Advise TT on base defense and force protection; Pay Agent for Transition Team Iraqi Funds (TTIF); Primary vehicle driver (monitor and pass tactical reports); Assistant M240B/M240G gunner and primary M203 grenadier; Combat lifesaver.

Train S3, ISF Bn on METL development, map reading, training unit requirements, conducting combat operations, Military Decision Making Process (MDMP) in support of hasty and deliberate combat operations; Assisting S3, ISF Bn using S2's intelligence and predictive analysis, and conducting combat operations and briefing the ISF Bn Commander; Train detainee operations; Develop training plan of action with S3, ISF Bn; Advise Commander, ISF Bn on principals of military police action and riot (demonstration) control; Principal instructor for Cordon & Search.

### Transition 3A Operations NCOIC

Advisor to TT Chief for Operations and training; Training NCOIC for TT (maintaining weekly training and operations calendar); Provide Input for Training and Readiness Assessment (TRA); Advise TT on base defense and force protection; Motors NCOIC (ensure vehicle main-

tenance is properly conducted); Field Ordering Officer (FOO) for Transition Iraqi Force Funds (TIFF); Primary vehicle machine gunner (M2); Combat lifesaver.

Assist S4 establish vehicle maintenance program; Principal instructor for Crew-served weapons gunnery, conducting mounted combat patrols; Assistant instructor for Basic Rifle Marksmanship (small arms).

### **Transition 3B Operations NCO**

Advisor to TT Chief for Operations and training; TT Armorer; Provide Input for Training and Readiness Assessment (TRA); Advise TT on base defense and force protection; Primary vehicle machine gunner (M240B/M240G); Combat lifesaver.

Principal instructor for Basic Rifle Marksmanship (small arms), short-range marksmanship (SRM) / close-quarters battle (CQB), Military operations in urban terrain (MOUT) patrolling; Traffic control points (TCPs); Assistant instructor for Crew-served weapons gunnery, conducting mounted combat patrols, cordon & search, conduct raid.

### **Transition 3C Operations NCO**

Advisor to TT Chief for Operations and training; TT fires and effects NCOIC; Acting S1 NCOIC; Mail handler; Provide Input for Training and Readiness Assessment (TRA); Advise TT on base defense and force protection; Assistant M249 gunner and primary M203 grenadier; Combat lifesaver.

Train S1, ISF Bn on personnel matters (including daily PERSTAT report); Principal instructor for fires effects and consideration (coalition CAS and artillery support); Assistant instructor for base defense, traffic control points (TCPs).

### **Transition 3D Medical NCO**

TT medical NCOIC; Provide Input for monthly Training and Readiness Assessment (TRA); Advise TT on medical capabilities of nearby assets; Stabilize patient and prepare for MEDEVAC; maintain class VIII supply; Field Ordering Officer (FOO); Acting S4 NCOIC.

Train ISF Bn on rapid trauma assessment and trauma medical training, field sanitation, preventive medicine and food preparation; Principal instructor for self-buddy aid, combat lifesavers course; Assist in setting up a fully operational aid station.

### **Transition 3E Communications NCO**

TT commo NCOIC; Provide Input for Training and Readiness Assessment (TRA); Advise TT on radios and communications capabilities of nearby assets; COMSEC custodian; BFT and CREW status POC; Acting S2 NCOIC; Primary vehicle machine gunner (M249); Combat lifesaver.

Train ISF Bn on communications planning; Principal instructor for communications; Assistant instructors for raid, SRM/CQB, MOUT patrolling, TCPs, base defense.

### **Transition 4 Logistics Officer**

Principal advisor to TT Chief for Logistics (S4); TT primary hand receipt holder; Conducts cyclic inventories; Unit historian; Provide Input for Training and Readiness Assessment (TRA); Pay Agent for Operating Maintenance Account (OMA); Primary vehicle driver (monitor and pass tactical reports); Assistant M2 gunner and primary M203 grenadier; Combat lifesaver.

Train S4, ISF Bn on logistical support of operations, Military Decision Making Process (MDMP), resupply and sustainment plan; assisting S4, ISF Bn processing logistics support

(such as barrier material) for combat operations, establishing logistics system and briefing the ISF Bn Commander.

### **Transition 5 Executive Officer**

Assistant TT Chief – acting Commander in the absence of Team Chief; Responsible for staff coordination of actions prior to reaching the Team Chief; Principal advisor to TT Chief for Personnel – pay issues, accountability & leave PERSTAT, awards and evaluations (S1); Provide Input for Training and Readiness Assessment (TRA); Budgeting assistance officer in coordination with S4; TT maintenance officer with Motors NCOIC; Vehicle commander (lead vehicle – designated forward security & landing zone (LZ) marking team); Combat lifesaver.

Train S1, ISF Bn on personnel support of operations, Military Decision Making Process (MDMP), awards, Ministry of Interior (MoI) pay issues; Assisting S4, ISF Bn processing personnel support (such as personnel replacement) for combat operations, establishing vehicle maintenance program, establishing personnel tracking and pay system and briefing the ISF Bn Commander.

### **Transition 6 Team Chief**

TT Commander; Responsible for all TT operations and actions; Transmits all tactical and operational reports higher; Provide Input for and submit Training and Readiness Assessment (TRA); Vehicle commander (second vehicle – designated convoy commander); Combat lifesaver.

Train and mentor Commander, ISF Bn on all combat operations, Military Decision Making Process (MDMP), establishing requisition and tracking systems and briefing the Brigade Commander; Establish command and control presence for all combat operations; Assist Commander, ISF Bn to shape and convey Commander's Intent; Primary instructor for media awareness and human rights; Assistant instructor for hand-to-hand combatives, SRM/CQB, MOUT patrolling, and raid.

### **Transition 7 Team Sergeant**

TT NCOIC; Principal advisor to TT Chief for all operations and actions; Review all tactical and operational reports higher; Provide Input for and submit Training and Readiness Assessment (TRA); Field Ordering Officer (FOO) for Operating Maintenance Account (OMA); Vehicle commander (third vehicle – designated vehicle recovery, aid & litter); Combat lifesaver.

Train and mentor Command Sergeant Major (CSM), ISF Bn on all combat operations, Military Decision Making Process (MDMP), and briefing the ISF Bn Commander; Establish command and control presence for all combat operations; Assist CSM, ISF Bn to enforce Commander's Intent, conduct pre-combat checks (PCCs); Instill NCO Corps into ISF Bn through counseling and development; Ensure uniform standards are met; Primary instructor for hand-to-hand combatives; Assistant instructor for SRM/CQB, base defense, MOUT patrolling, and raid.

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# APPENDIX C

## Advice for Advisors

### Working With Coalition Units

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#### By, With, and Through

As a combat advisory mission all planned operations must be conducted “by, with and through” the host nation security forces. Not counting immediate action battle drill responses, the mark of an effective advisory effort is the amount of stake the host nation security forces take in their own operations. The local population must see that they are secured by their own security forces in order to promote the legitimacy of the host nation, their capacity and to build trust and confidence. In a word, combat advisors are shadows whose presence is felt at all times, but are often dismissed.

#### Empathy

An U.S. Army advisor described his tour as a MiTT chief with an Iraqi infantry battalion as a “year long course in human empathy.” Empathy can be defined as identification with and understanding of another’s situation, feelings, and motives. This is tough to do for the experienced Western military leader, and often harder to explain, but it is the key to the success of an advisory mission. Truly understanding other human beings and where they come from allows for the development of honest relationships, which, as we will discuss below is a critical factor of success. In most cultures, the place to begin the understanding of other’s feelings and experiences is by understanding the other’s *narrative*. The narrative is a collective group’s identity as an interpretation of both ancient history and recent collective experiences. Delving into the narrative, understanding it and how it affects people is the beginning of empathy.

#### It’s the Relationship, Stupid

Developing a sense of empathy allows an advisor to begin nurturing the relationship with those with whom he is tasked to advise. No amount of resources and firepower can compensate for the lack of a relationship between the advisor and his counterpart. It must be honest, genuine, and heartfelt. Mutual respect, trust and understanding are the keys to success. Both parties rely on each other for mission accomplishment and often survival. This relationship is likely to be tested on numerous occasions and challenges; only one built on a solid relationship of mutual trust can survive and ensure mission success.

#### You Are Not Them

Once the advisor has formed his hard-earned relationship with his counterpart, it is time for the “other shoe to drop.” He must constantly remind himself he is not one of them. It is a gross oversimplification to instruct advisors to not “go native.” Living and fighting with host nation forces allows for the development of true bonds, empathy, and trust. These are desired results, but there is a price to pay. Increasing the advisors’ level of frustration is the rapid realization that when dealing with their own Army, they are also not one of “them.” The advisors are often alone, navigating between two military systems and two cultures, never quite fitting in with either of them.

## **You Will Never Win... Nor Should You**

One of the hardest things for U.S. Army leaders to understand is what victory looks like in this environment. Advising is often a large part of Counterinsurgency Operations (COIN). In COIN, there are few if any tangible victories. The advisor attaining a tactical objective does not achieve success; success is achieved by the host nation forces achieving the objective. The flip side of the coin is failure belongs to the advisor. In a more immediate sense, the advisor will likely never please his own Army with regard to the forces he is advising, and he will never fully satisfy the demands of his host nation unit. He is figuratively and literally caught in the middle. Advising is the art of striving to make this a win-win situation for all parties. Thus, the advisor is always the mid-wife, the bride's maid, and the interpreter, never the quarterback. Only their plan will succeed—and it will only succeed if it is, in fact, their plan.

## **Advisors are Not Commanders**

Advisors do not command Host Nation security forces. Advisors provide expert advice, training and access to coalition effects to the host nation security forces. They are not intended to lead host nation security forces in combat; they are ultimately responsible for command and control of their own small Team of US combat advisors. However, they can, and should influence the commander of the host nation unit.

## **Advisors are Honest Brokers**

Advisors are advocates for the host nation security forces with conventional Coalition forces. They transparently assess capabilities and reveal limitations of host nation unit to the coalition forces.

## **Living with Shades of Gray**

“Black and White” is no longer in the vocabulary of the advisor. Caught between two cultures, systems, and narratives, the advisor now lives under the long shadows of the proverbial grey area. Unlike life in a conventional unit, many of our checks and balances are out the window. Advisors will likely find themselves isolated with great autonomy and no supervision. These conditions will present the advisor with moral and ethical dilemmas on a *daily* basis. The advisor will have to grow to be comfortable in this environment. He will lose sleep at night and question his actions and those of his host nation forces; this *is* the *right thing* to do. Thus, this mission calls for leaders of enormous character, moral courage, and intellect.

## **Talent is Everything, but Understand Rank**

Military forces around the world approach rank and prestige in completely different ways. In some cultures, rank equals experience, in others nobility, in others education. Often many militaries have rewarded loyalty with promotions, resulting in rank-heavy armies. What is common among all militaries, however, is the recognition of talent. The paradox lies in the fact that in some host nation forces, recognized talent can take a back seat to the rank on someone's collar. Advisors will likely advise counterparts much more senior in rank. Advisors must understand that rank on the uniform is important to many armies, but it is skin deep; the ways around rank are the relationship and talent.

## **Make Do**

Advisors will never have what they feel they need. However, the creativity of the American soldier will make the difference between success and failure. Host nation forces will always look to advisors as America's checkbook. Austerity and economy of force will likely fail to meet those expectations. Thus it is up to the advisor team to close the expectation gap by their sheer will, creativity, and imagination. Scrounging, bartering, horse-trading are daily activities of the combat advisor. An enormous amount of energy must be devoted to these activities. These efforts will not only help the advisor achieve mission success, but will also

endear him to his counterpart.

## **Summary**

The principles above come from a collection of many experiences and tough lessons learned on the battlefield. Nearly all former combat advisors have expressed that their tours were the most emotionally, mentally, morally, and physically challenging assignments in their careers. However, nearly all combat advisor veterans are in agreement that their tours as combat advisors were also the most rewarding experiences of their lives. Advisors will develop life-long brotherhood with soldiers from other armies, see daily examples of tangible success, and operate in a mission with a unique sense of purpose. It is the hope of this manual that these shared experiences will help future combat advisors achieve these successes.

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## APPENDIX D

### CD Content

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***Security Force Assistance Planners' Guide.*** A JCISFA publication for SFA planning at the CO-COM/operational level.

***Transition Team Handbook.*** JCISFA publication for advisor teams.

***How the Iraqi Army Operates.*** JCISFA publication on the Iraqi army.

***Through the Lens of Cultural Awareness*** by William D. Wunderle. Combat Studies Institute publication on culture for forces deploying to Arab and Middle Eastern countries.

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