



OBSERVATION REPORT



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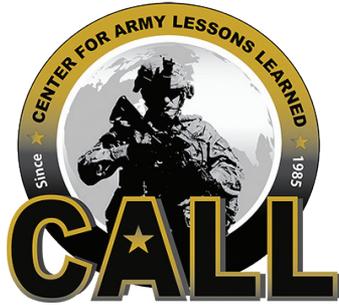
COMBINED JOINT TASK FORCE



HORN OF AFRICA

Lessons and Best Practices

Approved for Public Release,
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Combined Joint Task Force- Horn of Africa Observation Report

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Introduction

Combined Joint Task Force-Horn of Africa Mission Statement

“Through unified action with United States and international partners in East Africa, the Combined Joint Task Force-Horn of Africa (CJTF-HOA) conducts security force assistance, executes military engagement, provides force protection, and military support to regional counter-violent extremist organization operations to support aligned regional efforts, ensure regional access and freedom of movement, and protect United States interests. CJTF-HOA must be prepared to execute and/or provide support to crisis response and limited contingency operations to protect United States military, diplomatic, and civilian personnel, facilities, and interests.”

CJTF-HOA operations are encompassed by what the U.S. military has termed “shaping operations” with a focus on military-to-military engagements, civil-military operations, key leader engagements, and providing enabling support to partner nations. They provide short-term assistance by building functional schools, improving roadways, and improving medical facilities. Long-term goals include working with partner nations to improve national and regional stability and security. Regional stability is increased through capacity-building operations such as civil affairs and military-to-military training; engineering and humanitarian support; medical, dental, and veterinarian civic action programs; and security training for border and coastal areas. About 2,600 personnel from each branch of the U.S. military, civilian employees, and representatives from coalition and partner nations make up the CJTF-HOA.

CJTF-HOA was established at Camp Lejeune, N.C., 19 OCT 2002. In November 2002, personnel embarked to the HOA aboard the U.S.S. Mount Whitney and arrived on 8 DEC 2002. CJTF-HOA operated from the U.S.S. Mount Whitney until 13 MAY 2003, when the mission moved ashore to Camp Lemonnier, Djibouti City, Djibouti.

In January 2004, BG Mastin Robeson, United States Marine Corps (USMC), then commanding the Task Force, had support, medical, and administrative staff from the USMC, U.S. Navy, U.S. Army, and U.S. Air Force; a Marine helicopter detachment of four CH-53 Super Stallions; an Army infantry company; a U.S. Army Reserve civil affairs company; Navy cargo planes; military engineers; and a special operations unit under his command.

Additionally, members of the CJTF assisted with humanitarian assistance missions, including recovery efforts after the collapse of a four-story building in Kenya in 2006, the capsizing of a passenger ferry in Djibouti,

and floods in Ethiopia and Kenya in the same year. CJTF personnel also assisted the Government of Uganda in locating and recovering the wreckage of a Russian-built IL-76 transport plane that crashed into Lake Victoria in early 2009.

Request for Collection Report

At the request of the CJTF-HOA commander, the Center for Army Lessons Learned (CALL) planned and conducted a collection with key members of the CJTF staff October-November 2014. The commander approved the following areas to focus the collection:

- Mission command
- CJTF sourcing and manning
- CJTF-HOA staff reorganization
- Fusion action cells (FAC)
- Information sharing with partner nations
- Foreign liaison officers
- Relationships and enabling united action partners
- Special Operations Forces (SOF) and general purpose forces interdependence
- Staff Judge Advocate (SJA)
- Regionally aligned force
- Counter improvised explosive device (CIED)
- East African Response Force
- Civil affairs

CALL proposed, and the CJTF approved, conducting the collection interviews by Defense Connect Online in place of deploying the collection team to the CJTF location in Djibouti. The CALL liaison officer (LNO) located at the CJTF played a critical role, coordinating collection topics and interview schedules between the CJTF and CALL. In addition, CALL's participation in the CJTF-HOA mission command collection planning via a secure video teleconference further enhanced integration and synchronization. CALL provided seven of the 11 collectors. The Joint Center for International Security Force Assistance supported the collection with two collectors and the U.S. Army Training and Doctrine Command's Capabilities Manager-Mission Command/Command Post provided one collector. CALL conducted the collection from 31 OCT to 7 NOV 2014. CALL conducted an in-brief with the CJTF staff on 3 NOV 2014 and an outbrief with the commander and staff on 14 NOV 2014.

Readers are reminded this report is a snapshot in time. The CJTF will continue to evolve and refine its organization, policies, operations, and processes. However, key takeaways and lessons should remain fairly constant.

Executive Summary

A CJTF provides the geographic combatant command (GCC) a unique and effective means to plan, conduct, and assess security cooperation activities within the combined/Joint operations area (CJOA) and by extension within the region. There are challenges with using a CJTF to conduct Phase 0 shaping operations in support of the theater security cooperation plan, to include maintaining competency and continuity with a rotational staff. This report provides observations and lessons that address how the CJTF-HOA commander executes mission command, the impetus for reorganizing the CJTF headquarters, and the impacts this reorganization had on planning, coordinating, and executing assigned missions.

Key Takeaways

- The Army mission command principles transfer well to the Joint environment and were used as the standard guidance for HOA engagement. For example, in building cohesive teams through mutual trust, the CJTF-HOA commander has integrated East African country liaison officers (called foreign liaison officers or FLOs by CJTF-HOA) directly into his staff, giving them great responsibilities to interact and inform his command. Stronger relationships are being forged and the FLOs are more staff officer assets than just LNOs.
- The CJTF-HOA commander reorganized his staff and “flattened” his Joint headquarters by building country-oriented functional teams dubbed “Fusion Action Cells” or FACs (see Chapter 3 of this report). FLOs are incorporated into their country’s FAC. The first step to unity of effort begins with trust at the country level.
- To gain a regional unity of effort, the CJTF-HOA commander developed a regional FAC consisting of a five-man team with the staff mission to coordinate and synchronize the efforts of capacity building across regional organizations.
- Modify the training for those selected to serve as staff members at CJTF-HOA so that the training is regionally specific rather than theater specific.
- Maintain visibility on theater security cooperation (TSC) activities programmed to occur within the CJOA by hosting regional security cooperation events and participating in GCC-level TSC events.
- FAC operations are enabling TSC, improving understanding of the operational environment and future operations.

- Conducting the FACs as unclassified cells requires an understanding of the spillage and leaking risks — mitigated by training and positively reinforced with trust.
- The FAC concept focuses more officers/manpower on the mission: security cooperation and partnership capacity.
- The All Partners Access Network (APAN) is being used to good effect. The APAN is fairly nascent, but appears to be the way ahead for unclassified collaboration that allows the FAC to tailor their individual APAN site to the country they are focused on.
- With the creation of the FACs came a new understanding of other challenges: developing detailed regional and country support plans, identifying authority gaps, integrating regionally aligned forces — all while meeting GCC TSC objectives and the desires of the various stakeholders.
- While there is no formal planning process, a small number of SOF and CJTF personnel have developed relationships of trust that allow them to effectively synchronize activities to maximize effects.
- The SJA has learned to be proactive and stay involved with planning to circumvent or minimize issues with operational and funding authorities.
- The battalion conducting the security force for the CJTF requires additional training in areas specific to its security mission. The nature of the mission and the fact that the battalion works as part of a CJTF dictates this necessity.
- Most of the tasks and missions for the security force are routine site security. Some mission-specific training is required, especially in non-lethal tactics.
- The mission for the engineer platoon attached to TF 2-16 was to train local militaries in dismounted CIED tactics. The Dismounted Counter-IED Tactics Master-Trainer Course was invaluable in preparing the platoon for their mission.
- Situational awareness on all civil affairs operations within the CJTF-HOA area of interest enhances unity of effort with mission partners and allows the consideration of regional effects.
- U.S. Africa Command theater-specific training requirements allow commanders to adjust training based on experience and lessons learned. The M-270 Joint Assessment Conference should be used to synchronize home station and post mobilization training between the unit, First Army, and U.S. Army Reserve Command.

- A deliberate mission approval process ensures civil affairs operations are conducted under the correct authorities and are synchronized with host nation and U.S Embassy efforts.

Chapter 1

Mission Command and Reorganization

Summary

The following topics are addressed in this chapter:

- Principles
- Unity of effort
- Staff manning, continuity, and effectiveness

The Combined Joint Task Force-Horn of Africa (CJTF-HOA) operates in an extremely diverse and complex environment, which has spurred new approaches to how the United States military is engaging globally. This “new normal” may require new methods or application of military principles. While these military principles, which ensure unity of effort and provide for the foundations of effective mission command, remain unchanged; the commander must still organize his staff to maximize these principles to best accomplish his specific mission.

CJTF-HOA’s initial mission was purely a stability operation. However, over time it has evolved to include security cooperation and partnering within East African nations and facilitate the cooperation of external organizations between these nations. This chapter discusses insights and lessons learned, highlighting how CJTF-HOA has reorganized over the past 12 months.

Topic 1.1: Mission Command — Principles

Observation: Commander, CJTF-HOA, guiding principles.

Discussion: The real value of any military principle is that it can be applied across the full range of military operations specific to the unit’s mission, task, and purpose. CJTF-HOA’s mission is stability operations with an expanded role in military-to-military and regional engagement. To better utilize the current staff structure, the CJTF-HOA commander utilized the six principles of Army Doctrine Publication 6-0, *Mission Command* (also a component of Joint Operating Concept 2020) to focus and reorganize the CJTF-HOA headquarters. These principles include the following:

- Build cohesive teams through mutual trust
- Create shared understanding
- Provide a clear commander’s intent
- Exercise disciplined initiative

- Use mission orders
- Accept prudent risk

Insights/Lessons: The Army mission command principles transfer well to the Joint environment and were used as the standard guidance for HOA engagement. For example, in building cohesive teams through mutual trust, the CJTF-HOA commander integrated East African country liaison officers (called foreign liaison officers or FLOs by CJTF-HOA) directly into his staff, giving them great responsibilities to interact and inform his command. Stronger relationships are being forged and the FLOs are more staff officer assets than just liaison officers.

Topic 1.2: Mission Command — Unity of Effort

Observation: Unity of effort across a diverse and complex operational environment is challenging.

Discussion: CJTF-HOA was created to conduct stability operations in the Horn of Africa after 11 SEP 2001. In November 2002, the CJTF-HOA staff, a Marine-based organization, arrived off the coast of Djibouti onboard U.S.S. Mount Whitney (LCC-20). In May 2003, CJTF-HOA transitioned from the U.S.S. Mount Whitney to Camp Lemonnier, moving all headquarters personnel and equipment. In January 2007, the U.S. and Djiboutian governments announced that a lease agreement had been signed to expand Camp Lemonnier from 88 acres to nearly 500 acres. The term of the lease was for five years with options to renew. With the additional land, living conditions for personnel improved with the installation of containerized living units (CLUs) along with concrete sidewalks and gravel roads. This drastically improved quality of life as people moved from tents to CLUs. On 1 OCT 2008, Camp Lemonnier was realigned in support of the stand-up of U.S. Africa Command (USAFRICOM). Responsibility for CJTF-HOA was transferred from U.S. Central Command to USAFRICOM as it assumed authority over the African theater of operations. The base also changed from Commander, Navy Region South West Asia, to Commander, Navy Region Europe, Africa, and Southwest Asia.

Thirteen years later, and with no indication it will stand down, CJTF-HOA remains a long-standing Joint headquarters with missions that focus predominately on the East African countries.

The vision and mission have evolved beyond its original stability operations, to include wider U.S. military engagement to regionally enhance partner-nation capacity, promote regional security and stability, dissuade conflict, and protect U.S. and coalition interests.

The operational environment itself is extremely complex with a wide variety of military and political agendas often in competition. The complexity of each individual East African nation and their intra/inter-regional differences — compounded by external national actors and other countries in cooperation with the United States (or diametrically opposed) within the region — have the ability to complicate CJTF-HOA’s capacity to promote regional unity. In addition to this, there are the challenges of coordinating and synchronizing with the lead U.S. agency, Department of State’s individual U.S. ambassadors to each country, and other U.S. government organizations, non-governmental organizations, and multinational interests groups.

Insights/Lessons: CJTF-HOA’s expanded mission in this extremely complex environment required a different approach. Consequently, CJTF-HOA’s original structure was not organized properly to meet this wider mission focus. The CJTF-HOA commander reorganized his staff and flattened his Joint headquarters by building country-oriented functional teams dubbed “Fusion Action Cells” or FACs (discussed in more detail in Chapter 3 of this report). FLOs also were incorporated into their country cell; the first step to unity of effort begins with trust at the country level. For example, the Ugandan FAC has the Ugandan FLO sitting in an unclassified environment with intelligence and operations representatives from the CJTF staff, plus a civil affairs representative from the attached CA battalion. This cell is connected back to its country team at the embassy and to the Ugandan military, and additionally connected to the desk at USAFRICOM. Building these FACs for each country and using an unclassified All Partners Access Network will eventually allow for information sharing and understanding up, down, and across domains to gain a greater unity of effort.

To gain a regional unity of effort, the CJTF-HOA commander developed a regional FAC consisting of a five-man team with the staff mission to coordinate and synchronize the efforts of capacity building across the regional organizations (such as the African Union Mission in Somalia, African Contingency Operations Training and Assistance, and the East African Counterterrorism Initiative Conference) and linking down to the FACs. This regional “desk,” linked directly to the East African FACs, gains the unity of effort needed in the combined/Joint operations area.

Topic 1.3 CJTF-HOA Staff Manning, Continuity, and Effectiveness

Observation: CJTF-HOA manning and high turnover rates affect staff effectiveness.

Discussion: The CJTF-HOA staff experiences a large amount of personnel turnover. As expected, the constant flow of individual replacements and high turnover rate presents the command with some unique challenges. Individual replacements are sourced by U.S. military services and allied forces. Their tours range in length from four, six, nine, and 11 months. The turnover rate affects the CJTF on several levels. Learning curves for individuals are steep. Learning the job takes time. Additionally it takes time to integrate new members into the staff.

The CJTF's ability to build meaningful and lasting relationships with mission partners is impaired by the short deployment timelines. As a result, this increases CJTF staff reliance on higher headquarters for institutional/historical knowledge and expertise.

Insights/Lessons: Staff members have a short time to master job skills and become fully functional. Constant personnel turnover has a negative bearing on development of long-term effective relationships.

Chapter 2

Sourcing and Manning

Summary

The following topics are addressed in this chapter:

- Combined Joint Task Force-Horn of Africa (CJTF-HOA) predeployment staff training
- Joint manning document
- Programming and sourcing theater security cooperation activities

CJTF-HOA is a diverse headquarters composed of all Services both active and reserve, as well as officers from coalition and partner nations. The CJTF-HOA experiences high personnel turnover, requiring constant training of incoming staff members to maintain both staff proficiency and continuity.

Topic 2.1: Predeployment Staff Training

Observation: Predeployment training is not aligned to the mission sets of CJTF-HOA. The CJTF-HOA does its best to send personnel to training once in theater (e.g., Defense Institute of Security Assistance Management [DISAM] course), but this pulls personnel away from their positions for the period of the training. CJTF-HOA has developed a staff indoctrination course upon arrival and an internal continual professional development program, which has proven beneficial.

Discussion: Some staff personnel receive predeployment training, but not all of them. The Services are responsible for conducting predeployment training. Some of this training is conducted through online courses while other training is conducted at predeployment training facilities. The majority of this training is based on requirements from other areas of responsibility (AORs) and does not necessarily pertain to the duties filled by CJTF-HOA staff personnel. The training also shapes individuals' perceptions and can cause a mismatch between their expectations and the actual operating environment.

The majority of the remaining training is on-the-job. CJTF-HOA identifies plans and coordinates training for personnel who are already in theater. For example, some of their theater security cooperation (TSC) personnel are sent to attend the DISAM Military Training Team Security Cooperation Course.

Staff members expressed an interest in putting more emphasis on security cooperation, funding sources and authorities, interagency coordination, language, culture and history of the region, and staff planning process training to better prepare them for their staff position responsibilities.

Insights/Lessons: Modify the training for those selected to serve as staff members at CJTF-HOA so that the training is regionally specific rather than theater-specific. Articulate mission and training requirements for CJTF-HOA to the respective Service components. Services need to ensure the force-generating entities of the Services provide service members identified for assignment to CJTF-HOA with training relevant to their upcoming assignment. The Services may have to identify replacements earlier to ensure they have enough time to complete the additional training requirements.

Topic 2.2: Joint Manning Document

Observation: Each Service has a different deployment length for their service members causing an inconsistent rotation of the staff and lack of continuity, which has a negative impact when one is trying to develop relationships with partner nations (PN).

Discussion: Each Service has a different tour length. During this collection, typical tour lengths were as follows: U.S. Air Force personnel rotate every four months; U.S. Marine Corps (USMC) personnel rotate every six months; U.S. Army personnel rotate every nine months; and U.S. Navy (USN) personnel rotate at 11 months. The CJTF has no influence to change this, hindering the ability to conduct staff training prior to deployment. However, because of this staggered replacement schedule with individual replacements, the overall performance of the CJTF-HOA staff does not exhibit severe swings in performance that would occur if the entire staff rotated at one time.

The Joint Manning Document (JMD) has a majority of USN billets; however, there is no maritime mission at CJTF-HOA. Attempts to make the staff “greener” have met with little to no success even though CJTF-HOA has a land-centric mission.

CJTF-HOA, upon identifying requirements, adjusts the position description(s) in the JMD to reflect those requirements for staff positions. For the CJTF maneuver units, requirements in the Joint Capabilities Requirements Module (JCRM) are reflected. While these evolutionary adjustments to the manning documents occur, it is countered by planning, which occurs two years out from execution. Subsequently, the system is out of cycle in ordering personnel and does not always allow short response time for corrections or adjustments. As a way to effect replacements appropriately matching requirements, the Director of Regional Engagements

pulled in a staff member in the rank of major to focus on global force management (GFM) planning for Fiscal Year 2015 and out. There is no assessment mechanism to determine if they (the staff and maneuver elements) have completed the revised training requirements adjusted in the JMD/JCRM. The CJTF uses an informal process of predeployment site surveys, secure video teleconferences, and relief-in-place to help incoming staff and maneuver units determine their training priorities.

Because the CJTF-HOA is sourced with approximately 51-percent reservists, some positions are filled based on the replacement's civilian expertise rather than their military expertise. Ultimately, individuals need to be better prepared before they arrive. The USN accomplishes this through a sponsorship program that seems to be fairly effective.

The JMD is shrinking; however, billets being sourced are increasing. Some specific personnel shortfalls were identified. There was a stated need for additional lawyers. Also, CJTF-HOA is limited in its socio-cultural research and advisory team advisors and could use doctorate-level social/cultural experts.

U.S. Army-Africa covers administrative/Title 10 (U.S. Code) responsibilities for Army personnel assigned to CJTF-HOA by designating an Army officer in the rank of colonel from the CJTF-HOA staff to perform an additional duty as the Army Element Commander. This arrangement is adequate when Army personnel are assigned to the CJTF-HOA staff or the rotating Army maneuver battalion providing the guard mission. Providing administrative support to Soldiers not assigned to the staff or the battalion is very difficult because administrative actions have to be coordinated back through the owning unit. In contrast, the USMC element has an officer in the paygrade of O-6 and a noncommissioned officer in the paygrade of E-7 who are dedicated to performing the administrative functions for all the Marines in the CJTF-HOA AOR. An additional benefit is that this element also supports coordination between USMC forces conducting theater security cooperation missions in the AOR, CJTF-HOA, and country teams. Also, the rotating Army battalion has had to rely on the CJTF-HOA staff to perform administrative functions (for example, personnel actions) that its brigade would normally provide. The CJTF-HOA is not really staffed or necessarily trained to perform these functions effectively. The current battalion will request more personnel management individuals from its higher headquarters to help perform these required functions while they are deployed.

Insights/Lessons: The GFM process for CJTF-HOA may need to be adjusted to better support the mission of the CJTF. There also should be a more commonly aligned process for selecting personnel for positions, sending them through proper training, determining the length of time they

serve in that position in order to create greater continuity, staff synergy, and relationships with PNs.

Topic 2.3: Programming and Sourcing Theater Security Cooperation Activities

Observation: CJTF-HOA is developing methods to enhance long-range planning for theater security activities.

Discussion: TSC activities and funding are planned and programmed at the U.S. Africa Command (AFRICOM)/geographic combatant command (GCC) level. Maintaining visibility on GCC-level planning efforts enhances the CJTF-HOA's ability to conduct long-range planning to better align with mission planning, sourcing, and execution with programmed TSC activities. Long-range planning also enhances coordination between the AFRICOM and CJTF staffs and allows the CJTF to leverage institutional knowledge for funding sources and authorities.

Ideally, planning and coordination would occur far in advance to allow time to work funding lines and authorities. However, there can be high-impact projects the CJTF staff recommends or the commander directs. When this occurs, the staff priority includes validating requirements to match authorities and funds.

Insights/Lessons: Maintain visibility on TSC activities programmed to occur within the combined/Joint operations area by hosting regional security cooperation events and participating in GCC-level TSC events.

Chapter 3

Fusion Action Cells

Summary

The following topics are addressed in this chapter:

- Fusion action cell (FAC) operations
- Utilization of the FAC

The Combined Joint Task Force-Horn of Africa (CJTF-HOA) has reorganized into country-focused cells to better fuse unclassified information, the expertise of African partners, and the knowledge of Joint, interagency, inter-governmental, and multinational team members. The reorganization is intended to make the headquarters more operationally effective through a greater understanding of national and regional issues and threats.

Topic 3.1: FAC Operations

Observation: FAC operations are enabling theater security cooperation (TSC) and improving understanding of the operational environment and future operations.

Discussion: The Army's direction for security cooperation strategy is straightforward: engage with our partners, foster mutual understanding through military-to-military contacts, and help partners to build the capacity for defense, all the while developing new partners. CJTF-HOA has organized FACs to meet these objectives. The CJTF-HOA reorganization creates regionally capable cells that employ systems thinking, personal mastery, mental models, a shared vision, and team learning. The team is comprised of a FAC lead/desk officer/Embassy liaison officer; foreign liaison officer (FLO); Joint Staff, Intelligence (J-2) member; socio-cultural research and advisory team member; and civil affairs (CA) officer. This team was designed to allow the commander to better understand, visualize, and describe civil aspects of the operating environment and to capture, preserve, and share knowledge internally and with our partners. This team is better positioned to identify opportunities and provide assessments that build understanding and impact decisionmaking. The challenge for the command is orchestrating the planning and execution of activities that support the CJTF-HOA and geographic combatant commander's (GCC) intent and requirements.

Insights/Lessons:

- The FACs came to a new understanding of other challenges — developing detailed regional- and country-support plans, identifying authority gaps, integrating regionally aligned forces — all the while meeting GCC TSC objectives and the desires of the various stakeholders.
- The FAC “hive” enables and facilitates the command’s learning organization theme. “Learn and assess” are the command’s underlying methodology for understanding the operational environment.
- The hive operates under three lines of effort: engage, synchronize theater security cooperation, and plan regional activities.
- The command uses “engage” as a synonym for communication with the unified action partners. It uses the All Partners Access Network (APAN) as a Facebook-like tool for partners to communicate. APAN will greatly increase the command’s ability to engage.
- Assessments, without well-defined plans, are very difficult to do well. Using the Theater Security Cooperation Plan, Theater Campaign Plan, and country-campaign plans, the command intends to develop metrics from which to assess more accurately.
- Conducting the FACs as unclassified cells requires an understanding of the spillage and leaking risks that are mitigated by training and positively reinforced with trust.
- CJTF-HOA 101 or staff officer indoctrination has been helpful in preparing FAC members for their roles.

Topic 3.2: Utilization of the FAC

Observation: CJTF-HOA utilizes a FAC as a tool to better plan, prepare, and execute TSC activities.

Discussion: CJTF-HOA has created FACs oriented on security cooperation at the country level. The execution of security cooperation around the globe is an evolving process. It occurs in many forms and utilizes a myriad of methods. Requests for assistance to security forces or security cooperation activities may come in many forms: they may be country or country-team nominated; they may be at the request of an international organization (e.g., United Nations), by sub-regional organization request (e.g., the African Union Mission, Somalia); or directed by the Office of the Secretary of Defense, Service Headquarters, GCC; or requested by a Service component. However, the huge number of events, the variety of outside actors with separate agendas, and the difficulty in linking the actions and activities to

strategy create a difficult environment in which to execute a coherent plan. The problem for the CJTF-HOA planner is to synergize or fashion these efforts and players through a process that supports the GCC and CJTF-HOA commander's goals and objectives. The purpose of the FAC is to identify and link the key components of the security cooperation and strategy development processes.

The challenge for the CJTF-HOA staff is planning and synchronizing the large number of activities and agencies, because what the command often finds when coordinating with its higher headquarters is a thousand-pins approach to security cooperation. Briefings often include multiple screenshots of the global Theater Security Cooperation Management Information System or similar databases where countries or regions suddenly become filled with thousands of map pins indicating the entire spectrum of U.S. military activity from conference attendance to major exercises. The problem with such a large quantity of activities, most of which are minor, is that it gives the impression of a robust and creative regional/TSC program. Under the surface it becomes clear that there may be little substance and even less coordinated effort in what really goes on. In CJTF-HOA it was a process that needed structure and codifying (capturing in standard operating procedures) to make it deliberate. The benefit of a successful security cooperation strategy or Phase 0 concept plan ultimately is conflict avoidance, and as such, the command placed appropriate emphasis on security cooperation resourcing and planning process.

Insights/Lessons: The CJTF-HOA commander used FACs in Afghanistan to great effect, and his idea was to implement them in CJTF-HOA for TSC. His white paper was distributed to the staff members and discussed the use of FACs as a force multiplier and way to "flatten" or better integrate the staff. As the staff went through reengineering mission analysis, one of the main topics of discussion was whether to tear down the Napoleonic staff structure. Instead what they developed is a hybrid solution with the fusion of intelligence, operations, plans, and security cooperation specialists.

The previous organization under a regional engagement branch (REB) methodology was unable to plan long-term. CJTF-HOA created FACs to replace a traditional Joint staff configuration. Previously, the problem had been continuity. Although CJTF-HOA dedicated one officer to each country in the area of operations, it experienced problems when an officer was displaced due to temporary duty requirements or placed in leave status. CJTF-HOA acted much like a commander's action group and made trip books and prepared the commanding general.

While CJTF-HOA did not dismantle the staff, it did use personnel resources to staff these cells. Officers from the J-2, J-3 (operations), and former REBs (augmented with an individual from the allocated CA battalion) were

put together in teams — one for each country in the area of responsibility (AOR). Most of these cells also have a liaison officer from each country in the AOR. Previously, the REB operated with nine individuals each focused on a country, and one person focused on key-leader engagements for the commanding general. The nascent FACs are able to have numerous officers focused on a country. The FAC is mainly concerned with the East Africa troop-contributing nations. Under the previous construct, the planning team never got out in front of TSC problems because the tendency for the REB was to plan only a few days out.

The command's intent behind this organization purpose is to move from "what can we do" methodology to a methodology that invoked an understanding of "what we need to do" to support TSC objectives. This method also facilitates the FAC becoming a learning organization.

The new organization allows the command to move from what appeared to be a series of "random touches" with each country and partnership military to a more focused effort that assists and facilitates executing activities that support TSC activities.

To better tie-in or integrate with the country team, the FAC employs a country coordination element (CCE) at the U.S. Embassy to coordinate with the security cooperation officer, defense attaché, and the country team in general. This arrangement permits daily contact with the country team, facilitates coordination, and allows for single lens between the FAC and the Embassy. For the scope of their mission, country teams are undermanned, so the presence of the CCE is a great enabler.

Key Points

- The presence in the form of a FLO from the countries in the CJOA-HOA makes a huge difference — the daily contact with them expands the situational understanding (SA) of the FAC and CJTF-HOA in general. FLOs from other nations collaborate and share SA as well, greatly improving the overall SA.
- The FAC concept focuses more officers/manpower on the mission — security cooperation and partnership capacity. Additionally, the FAC concept enables the command to take a long-term view; it enables the command to seek the authorities it requires to execute its plans.
- In addition to occupying office space that allows FACs to interact with each other and commander guidance that encourages interaction, the multiple FACs coordinate and synchronize themselves via a Joint coordination board.
- The command's ability to assess itself is a work in progress. It utilizes the Combined Information Data Network Exchange and the

International Distributed Unified Reporting Environment, but the system is based on the quality of inputs.

- The FAC business is mostly unclassified. The FACs conduct multi-lateral unclassified meetings on Tuesdays, Thursdays, and Saturdays in the battle rhythm. This unclassified atmosphere greatly aids collaboration with partner nations.
- The FACs conduct a daily “End of the Day” update, which includes other staff sections to provide insights and/or monitoring.
- APAN is being used to good effect. APAN is fairly nascent, but it appears to be the way ahead for unclassified collaboration, allowing the FAC to tailor its individual APAN site to the country they are focused on.

Chapter 4

Information Sharing with Partner Nations

Summary

The following topics are addressed in this chapter:

- Sharing unclassified information using the Combined Information Data Network Exchange (CIDNE)
- Knowledge management (KM) plan
- KM-shared information with partner units via unclassified networks, using the All Partner Access Network (APAN)
- Classified networks used to support Combined Joint Task Force-Horn of Africa (CJTF-HOA) KM

CJTF-HOA is developing an environment with tools and processes to share information with our partner nations.

APAN is not yet fully integrated in the area of responsibility (AOR). Information sharing with partner nations in the CJTF-HOA is basically conducted over voice, with liaison officers (LNOs), and e-mail. CJTF-HOA is integrating means used in Afghanistan for information sharing throughout its AOR. The KM officer (KMO) and the Joint Staff (Command and Control) are establishing the requirements for APAN and the Africa Data Sharing Network (ADSN) to ensure there is a vehicle to share unclassified and mission-classified information with their partner units. Both systems have the potential to provide CJTF-HOA an environment where all partner nations will have access to information.

Foreign disclosure of information is always a challenge. The Deputy J-2 (Joint Staff, Intelligence) has established a foreign disclosure representative program that prepares the subordinate foreign disclosure officers to perform their duties and ensure release of information in a timely manner to partner nations.

CJTF-HOA is updating its KM plan. The KMO is updating the KM plan based on information requirements and will address changes in personnel, training, and tools the CJTF-HOA will use to operate in the AOR.

Topic 4.1: Sharing Unclassified Information Using the CIDNE

Observation: CJTF-HOA uses CIDNE as its database of record to collate after action review data and provide an analytical capability to assist with assessments.

Discussion:

- CIDNE provides the headquarters and subordinate units a tool to share situational awareness (SA) data, SA/incidents reports, and lessons learned information. The Joint Staff uses CIDNE to plan for its operations and for SA.
- Civil affairs units use CIDNE and the International Distributed Unified Reporting Environment for their operations preparation/mission reporting to keep the CJTF-HOA headquarters informed of their activities.
- CJTF-HOA CIDNE is a U.S.-only system that is incapable of being shared outside of Joint forces.
- CJTF-HOA shares information with partner nations via e-mail, voice, LNOs, and APAN.

Insights/Lessons: CIDNE is an effective tool for information sharing within the classified environment. It is used by the U.S. Africa Command (AFRICOM) headquarters, supporting components, and sub-unified commands for both mission planning and archiving institutional knowledge.

Topic 4.2: KM Plan

Observation: The CJTF-HOA's KM plan is being updated. The CJTF-HOA's KMO is identifying those areas to be updated.

Discussion: The KMO is adjusting the KM plan to address the challenges of KM within the CJTF-HOA. Some of those challenges include the following:

- Personnel turnover (building individual continuity folders)
- Establishing workgroups/meetings with other staff elements to identify information sharing/knowledge requirements and develop plans and standard operating procedures (SOPs)
- Training and education to identify skill levels and develop training plans for staff and partnership units

- Identify tools/networks/processes to support information sharing internal and external to CJTF-HOA.

Insights/Lessons: An updated KM plan/SOP will provide the guidance the headquarters need to build an effective KM program that provides the staff and partnership units a vehicle to share information and knowledge. Continue to update the KM plan/SOPs and include staff/partner's inputs.

Topic 4.3: KM Shared Information with Partner Units via Unclassified Networks, Using the APAN

Observation: CJTF-HOA used unclassified networks and other means to share information with coalition partners.

Discussion: Information sharing/KM with partners was conducted over the unclassified network. Using APAN as a forum, CJTF-HOA conducts unclassified collaboration and sharing between scholars, government, non-government, and professionals around the world, who are interested in East African issues. Servers for APAN are provided by the Defense Information Systems Agency. APAN was deployed to provide a collaborative environment that included chat, file sharing, geo-data, and language conversion application. The system does not require a Common Access Card to access, just an account set up. APAN provides a website along with video for training and education. CJTF-HOA is building a community of interest in using this network for situational awareness and knowledge.

APAN country sites were available mid-November 2014. The challenge is to get partners to use it. Sharing information with partner units not on APAN was conducted using e-mail, LNOs, and chain of command.

Insights/Lessons: APAN opens the door for sharing information. APAN provides available and accessible environments for partners units to access and share unclassified information for situational awareness. The APAN website provides educational and training tools for partner units to train their personnel. APAN provides the CJTF-HOA and partner units a collaborative tool for sharing information. Continue to improve and build interest in using APAN for unclassified information sharing and KM.

Topic 4.4: Classified Networks Used to Support CJTF-HOA KM

Observation: CJTF-HOA used the ADSN provided by AFRICOM to share classified information with partner nations.

Discussion: ADSN is a closed hub/spoke network consisting of a suite of satellite base radios, switches, and routers that provides a Secure Voice Over Internet Protocol for phone, chat, and SharePoint capabilities in a classified environment.

CJTF-HOA has multiple ADSN nodes fielded in the CJOA-HOA AOR (e.g., Djibouti, Ethiopia, Kenya, Burundi, and Uganda).

Challenges with ADSN were ensuring our partner nations are using/monitoring the ADSN and using it for situational awareness. CJTF-HOA pushes weather, mission summaries, and text messages for intelligence summaries to the partner nations. The metric used to assess partner units' use of ADSN was the increased number of requests for information through the network.

The CJTF-HOA J-2, Joint Staff, Operations (J-3), and Joint Staff, Command and Control (J-6) provide teams to train partner units on the operation and maintenance of the ADSN terminal itself, as well as user operation.

Overall, ADSN provides a good vehicle for partner nations to share information with CJTF-HOA. The challenge was to get partners to use it and reliably operate and maintain it. Additionally, J-6 encountered early reliability challenges due to a variety of issues including unreliable power at deployed locations, recurring failure of key parts, and the operator learning curve resulting from minimal initial operator training.

Insights/Lessons: ADSN provides an available and accessible environment for partner nations to access and share classified information for situational awareness. The J-2/J-3/J-6 collaborate to provide education and training for partner nations to enable and enhance their use of the suite. Continue the use of ADSN for information sharing/KM and support use of ADSN by coalition partners.

Chapter 5

Foreign Liaison Officers

Summary

This chapter addresses the integration of foreign liaison officers (FLOs).

At the request of Combined Joint Task Force-Horn of Africa (CJTF-HOA), the Center for Army Lessons Learned interviewed four FLOs from partner nations. The FLOs time on the CJTF-HOA staff ranged from several months to over two years. Their ranks ranged from first lieutenant to lieutenant colonel. FLOs on the CJTF-HOA staff favor the staff reorganization over the old organization. Unlike before the reorganization, they now consider themselves active and contributing members within the newly created fusion action cells (FACs). FLOs also noted the following:

- Key leader engagements strengthen relationships between their countries and the CJTF-HOA.
- FLOs appreciated the need for a regional approach in the place of a bilateral approach to solving challenges with terrorism and violent extremist networks.
- FLOs consider their assignments both professionally and personally rewarding.

Topic 5.1: FLO Integration

Observation: The CJTF-HOA reorganization enables FLOs to actively participate in CJTF-HOA planning and execution of theater security cooperation activities.

Discussion: Before the CJTF-HOA staff reorganization, FLO offices were separated from the task force. FLO interaction with the staff was limited to a weekly requirement to provide the task force staff updates from their countries.

The reorganization created FACs that were constituted with the following members:

- Team leader
- CJTF desk officer
- Joint Staff, Intelligence (J-2), representative
- Civil affairs country planner
- Socio-cultural research and advisory team

- CJTF-HOA liaison officers (LNOs) to the specified country's embassy, military, and other institutions as appropriate
- The FLO

The seating is open to facilitate interaction and exchange of information. Each country's FAC is co-located to facilitate cross-talk between countries and enhance regional cooperation. FLOs provide a more accurate image of a particular country in place of a Western viewpoint. CJTF LNOs participate in video teleconferences when required. FACs are country-oriented permanent cells that provide a coherent venue for open and honest exchange between the CJTF staff and FLOs.

Insights/Lessons: Include FLOs in the daily staff activities from planning to assessments. Consider using an open office scheme to enhance communication both internal to the country cell and across other country cells to enhance regional cooperation.

Chapter 6

Relationships and Enabling Unified Action Partners

Summary

The following topics are addressed in this chapter:

- The Combined Joint Task Force-Horn of Africa, Joint Staff, Civil Affairs (CJTf-HOA, J-5), reorganization that enables unified action partners (UAPs)
- Special Operations Forces (SOF) and general purpose forces (GPF) interdependence

Topic 6.1: CJTf-HOA, J-5, Reorganization That Enables Unified Action Partners

Observation: CJTf-HOA, J-5, reorganized after a detailed mission analysis that illuminated the challenges CJTf-HOA faced in the region. As the reorganization matures, it should enable UAPs and may be a model for developing regionally capable forces around the globe.

Discussion: Theater strategy, enabling UAPs, and the execution of security cooperation activities in support of the geographic combatant commands (GCCs) have taken on new significance with the intent of the Chief of Staff of the Army (CSA) for the Army to be “globally responsive and regionally engaged.” The Presidential Policy Directive on Security Sector Assistance¹ demonstrates that the Army is conceptually on track.

The CSA’s direction for Army security cooperation strategy is straightforward:

- Engage with our partners.
- Foster mutual understanding through military-to-military contacts.
- Help partners to build the capacity for defense, all the while developing new partners.

In this guidance, security cooperation has a threefold purpose:

- Build partner capacity to prevent conflict.
- Shape the international security environment while maintaining a stabilizing presence.
- Forge strategic relationships that are critical for winning the peace.

The challenge for service components and regional CJTFs will be in arranging the ways and means to build partners and their capacity in a manner consistent with national and military strategy. CJTF-HOA has reorganized to develop the concepts and methods necessary to achieve those goals.

Insights/Lessons: Security cooperation planning and execution in the Army (and throughout the Department of Defense [DOD]) is steadily evolving. New security cooperation doctrine has been updated in Department of the Army Pamphlet 11-31, Army Security Cooperation Handbook (February 2015). The Department of the Army also is launching a security cooperation planner's course. The Army also created a regionally aligned force concept and is executing the pilot program. Recently, the Army decided to tailor its force generation process to improve the capacity of selected Army units to conduct security cooperation with the overarching intent of providing a low-cost, small-footprint approach to the GCC's security cooperation requirements.

With all these initiatives, a huge challenge remains — orchestrating the execution of activities on-the-ground (in theater) that support the GCC and national requirements. The recently released Presidential Policy Directive (PPD) 23 on Security Sector Assistance (SSA) directs the establishment of a national-level guidance and implementation of a strategic planning process for SSA. The problem, at the CJTF-HOA level, was to create a system and process that links U.S. foreign policy objectives, theater security objectives, and partner nation requirements into purposeful activity on the ground. However, the large number of activities and actors, authorities, funding sources, the varied agencies, country-team agendas, and regional politics created a difficult environment in which to execute a meaningful plan.

In the PPD 23, the State Department is tasked to develop an interagency process that will synchronize all the efforts. In a friction-free environment, all security cooperation activity would be driven by the Theater Strategic Objectives (TSOs) and foreign policy objectives, led and informed by collaboration with the State Department and captured in DOD's national military strategy, "Guidance for Employment of the Force." With the large number of activities and agendas, it is a difficult task just to manage them from an administrative purview, never mind ensuring that they were

derived from and support TSOs and foreign policy objectives. The CJTF commander's idea was to create fusion between the different planning and coordination activities on the staff. This led to the development of the fusion action cells (FACs) — essentially a permanent work group of representatives from the Joint Staff, Intelligence; Joint Staff, Operations; the J-5; a regional/country expert; and a foreign liaison officer.

With the creation of the FACs came a new understanding of other challenges (e.g., developing detailed regional and country support plans, identifying authority gaps, integrating regionally aligned forces, meeting GCC's theater security cooperation objectives, and understanding the desires of the various stakeholders). The key task for the CJTF staff is to plan, develop, align, and prioritize security cooperation activities within the theater and the GCC security cooperation planning process. The main challenge to overcome is to do this in a regional fashion utilizing bilateral authorities.

Key Points:

- Each country, to itself, is the main effort. The CJTF seeks to build partnerships regionally and foster coordination among the partners.
- The CJTF is excellent at “tactical” security cooperation/security force assistance. A regional approach to partnering is the way ahead.
- Integration with the country team occurs through a CJTF-sourced country coordination element (CCE) at the U.S. Embassy to coordinate with the security cooperation officer, the defense attaché, and the country team. This arrangement permits near daily contact with the country team, facilitates coordination, and allows for a “single lens” between the FAC and the embassy.
- For the scope of their mission, country teams at the embassies are undermanned, so the presence of the CCE is a great enabler.
- A regional focus is furthered by regional institutions. The International Peace Support Training Center in Kenya is a great example because it conducts applied research, training, and education of the military, police, and civilian personnel in all aspects of peace operations to help improve the effectiveness of the international response to complex emergencies. Its goal/purpose is to be an independent Eastern African research, training, and education center that is responsive to peace operations training and education needs of the African peace and security architecture. The United Kingdom (UK) also assists with this effort with 14 personnel. This type of organization may serve as a model for what multilateral efforts might look like.

- Turnover at the CJTF hinders operations. A high turnover rate is not conducive to continuity of operations. Many officers also arrive untrained or unschooled for their job in the headquarters.
- Counter-violent-extremist-organization operations in the combined/Joint operations area are successful. The command provides a wide array of military-to-military training (counter improvised explosive device, military working dogs, etc.) to the Kenyans and the African Union Mission in Somalia.
- The UK is regionally aligning its brigades on a permanent basis, in place of a rotational basis.

Topic 6.2: SOF and GPF Interdependence

Observation: CJTF-HOA and SOF do not have a formal planning process in place to synchronize activities.

Discussion: The CJTF has no SOF directly under its organizational structure. SOF operate in theater to accomplish tasks associated with lines of effort (LOEs) assigned by Special Operations Command, Africa. Some of the LOE are directly linked to CJTF activities and require coordination between the CJTF and SOF. This coordination, largely based on personal relationships, is conducted between a small number of people from the CJTF and SOF. Although there are scheduled battle rhythm events and operational planning teams that meet when needed, the close coordination is accomplished by a select few. The exception to this is military information support operations, for which the CJTF commander is the approving authority.

Lessons/Insights:

- Although there is no formal planning process, a small number of SOF and CJTF personnel have developed relationships of trust that allow them to effectively synchronize activities to maximize effects.
- Because no formal chain of command exists between SOF and the CJTF, coordination must be accomplished through initiative to reach out to the other, willingness to compromise, and trust that each will keep the other notified of operations, actions, and activities that have relevance to all.
- Positive, professional, and personal relationships built on mutual trust make things work for the CJTF and SOF.

- The CJTF commander and staff often act as advocates for SOF to help them gain access to areas or personnel to which they might not otherwise have access. The CJTF commander has audiences with high-level government and military officials in the region, who have the authority to grant such requests.

Endnote

Presidential Policy Directive (PPD), Security Sector Assistance (SSA), 5 APR 2013.

Chapter 7

Staff Judge Advocate

Summary

The following topics are addressed in this chapter:

- Staff Judge Advocate (SJA) integration
- Personnel turnover in the SJA section

The SJA is fully integrated into the fusion action cells (FACs). The SJA assists planners with justification of and coordination for operational and fiscal authorities needed to fund and execute security cooperation activities (SCA). Because of high turnover throughout the Combined Joint Task Force (CJTF) staff, the SJA constantly educates newly arrived staff members on these authorities. Knowledge and skills gained by CJTF attorneys from attending the Defense Institute of Security Assistance Management (DISAM) and fiscal law courses are very beneficial for supporting SCA planning and execution. Because of the unique requirements within the CJTF, learning curves are steep and it takes several months for new attorneys to become fully effective staff members. The collaborative environment inherent in the FAC concept provides attorneys opportunities to contribute knowledge on rule of law, legal institutions, and justice systems to other members of the FAC.

Topic 7.1: SJA Integration

Observation: The SJA is fully integrated into the FACs.

Discussion: The SJA is a busy staff section that addresses a diverse range of areas to include operational law, international law, contracts, fiscal law, and administrative law (investigations, equal employment opportunities, inspector general issues, etc.). Five attorneys make up the SJA when fully staffed. Besides the above expertise, the SJA maintains relationships with the embassy in Djibouti and with counterparts on the U.S. Africa Command (AFRICOM) staff.

The SJA maintains visibility on security cooperation activities through the FACs and by participating in working groups and on operation planning teams. The SJA's primary role is to ensure the CJTF has both the operational and fiscal authorities for the activity being planned. Early involvement in planning allows the SJA time to coordinate with AFRICOM SJA and conduct legal reviews for compliance within the applicable authorities. The CJTF has few funding options to support quick impact projects. In these cases, the SJA may be required to determine legality for use of available funds earmarked for other activities. For the SJA, the key is

early identification of potential problems, understanding project objectives and end states, and then assisting the planning teams and work groups for the appropriate authorities.

As an aside, the FAC concept and collaborative environment within the CJTF staff provides attorneys opportunities to contribute knowledge and expertise in other areas to include rule of law, legal institutions, and justice systems.

Insights/Lessons: The SJA has learned to be proactive and stay involved with planning to circumvent or minimize issues with operational and funding authorities.

Topic 7.2: SJA Staff Turnover

Observation: Constant turnover of personnel presents several challenges to the SJA.

Discussion: High turnover rate of the CJTF staff impacts ability of staff members to have a firm grasp of fiscal responsibilities. To reduce turbulence caused by personnel turnover within the staff section, the SJA office contacts incoming replacements typically several months before their scheduled arrival dates. The SJA will inquire about their experiences and, based on that, will recommend training they should complete prior to their arrival. The SJA identified contract and fiscal law courses as well as the DISAM course as among the most relevant for CJTF attorneys. The DISAM course addresses how embassies, defense attachés, and offices for security cooperation work. Once attorneys arrive, their learning curve is very steep. It can take several months to become fully functioning. Early contact and training prior to arrival can speed their transition to fully functioning staff members.

Insights/Lessons: Contact incoming personnel early to assess proficiency and identify training requirements.

Chapter 8

Regionally Aligned Force

Summary

The following topics are addressed in this chapter:

- Pre-deployment training requirements
- Non-lethal weapons training and proficiency
- Military-to-military (M2M) training missions in support of the theater security cooperation (TSC) plan
- East African Response Force (EARF) security
- Counter improvised explosive device (CIED) training

The task force was a reinforced infantry battalion, including two companies for EARF-1 and EARF-2, three companies dedicated to security forces, engineers, and other enablers (around 860 Soldiers).

The very scale of these security cooperation requirements is daunting. The ends, ways, and means to achieve the Combined Joint Task Force-Horn of Africa (CJTF-HOA) strategic objective of building partner capacity are further complicated by the lack of assigned forces, which the regionally aligned force (RAF) concept mitigates. At its ends, U.S. strategy wants professional African land forces that are self-sufficient agents for peace and stability on the continent. For this to happen, CJTF-HOA must become a trusted and reliable partner for African land forces, other agencies, and institutions working in Africa.

Topic 8.1: Pre-deployment Training Requirements

Observation: Pre-deployment training should include training in areas specific to the task force's security mission.

Discussion: In September 2013, the task force was designated as the RAF for the HOA. In March 2014, as part of the RAF brigade, it went through a decisive action combat training center rotation, which provided excellent preparation for the battalion staff prior to its CJTF-HOA mission.

To support its security force mission, the task force conducted specialized training in the following areas:

- Non-lethal weapons and tactics (see the observation on non-lethal training).

- Cultural awareness. Most of these training opportunities were not very useful. The task force was given some limited language training focused on French, in a self-paced venue. Language training overall was not very useful because of the variety of dialects spoken in the CJTF-HOA area of responsibility.
- CIED training was conducted in a train-the-trainer mode and vehicle operators received drivers' training for up-armored, high-mobility multipurpose wheeled vehicles (M1151).
- Limited non-standard weapons training. This was not a requirement for the security force, but was part of their security cooperation mission. This training was limited because most of the nations in the area knew how to use their own weapons, negating the need for training on foreign weapons in the area of operations (AO).
- Fixed-site security systems. The task force trained personnel in the operation of both the Base Expeditionary Targeting and Surveillance System-Combined system and Rapid Aerostat Initial Deployment towers.
- U.S. Army Forces Command and U.S. Africa Command standard training requirements for units providing RAF support to Africa.
- Additional training for the battalion staff on Joint doctrine and working with a Joint task force staff. This included terms and references used by other Services (U.S. Navy and U.S. Air Force) that would not be familiar to the Army maneuver battalion staff members.

Insights/Lessons: The battalion conducting the security force for CJTF-HOA requires additional training in areas specific to their security mission. The nature of the mission and the fact that the battalion works as part of a CJTF dictates this necessity.

Topic 8.2: Non-lethal Weapons Training and Proficiency

Observation: Non-lethal weapons training and proficiency was vital.

Discussion: A robust non-lethal capacity proved indispensable during the deployment as a whole. This was due to the threat environment and the possibility of being involved in a hostile security situation where the threat might not directly target U.S. personnel or facilities (e.g., civil war or insurrection.)

Non-lethal capabilities were emphasized during pre-deployment training. Training focused on the primary non-lethal systems available to the unit. These organic weapons were shotguns, the M203, M320A, and M500 shotgun. Shotguns fire a variety of non-lethal ammunition. The task force

believed it was imperative to train as many Soldiers as possible on the non-lethal application of these weapon systems, not just the ones who plan on carrying the systems as their primary weapon.

Other non-lethal equipment sets included riot gear, tasers, and laser interdiction systems. The Green Laser Interdiction System provided a necessary capability for stopping approaching vehicles at entry control points. How to integrate these systems became an important part of the task force's non-lethal tactics training. Military police from brigade special troops battalions facilitated the local instruction in all non-lethal training events.

Insights/Lessons: This training was especially useful for small-unit leaders who require knowledge and experience with formations and maneuvers specific to non-lethal systems and crowd control. Soldiers serving as part of a regional response force or as security forces also should have this training.

Topic 8.3: M2M Training Missions in Support of the TSC Plan

Observation: Task Force (TF) 2-16 conducted numerous M2M training missions in support of the TSC plan.

Discussion: TF 2-16 was heavily involved in security cooperation missions, executing more than 32 missions in the East African nations of Kenya, Uganda, Burundi, and Djibouti. Most missions are coordinated with partner nations, sent through CJTF-HOA headquarters and tasked down to the TF.

Establishing contact early with U.S. Embassy points of contact and staying in contact gave the training team access to countries. This access enabled the team to survey assets on site and create important working relationships with contacts in that country. Successful M2M tasks began with an effective leader's reconnaissance visit. These visits tended to result in extremely productive missions. When the training team leaders conducted their reconnaissance at the potential training site it was important to establish contact with key leaders and physically visit the training facilities.

The training team from TF 2-16 found it a prudent practice to also meet the leadership of the training areas and maneuver commanders with whom they would be working. This coordination went a long way toward managing expectations by the local commanders on the training to be conducted and had the added benefit of allowing classes to stay on schedule.

Prior to going on M2M missions, preparations for training were made, even if the mission was labeled as an "assessment." By the time Soldiers arrive at the training location, there may be changes to the mission and expectations of partner-nation Soldiers also may change.

TF 2-16 found in conducting M2M missions that flexibility was a requirement that remained constant. Planning for TSC varied between embassies and security cooperation organizations. TF training teams discovered that some of the training plans they developed changed on site. Innovation often supplemented equipment sets when additional activities were added in country.

TSC missions cut deep into the TF base mission because it takes more senior personnel away from their security mission. It becomes a balancing act to satisfy both requirements. Many African militaries want to see senior-ranking Soldiers in the paygrade of E-7 or above, and sometimes officers. The two most frequently requested TSC missions were CIED and medical. The TF had a limited ability to support these missions, especially with senior ranks.

Soldiers typically require passports and travel using temporary duty funds for these type of missions.

Insights/Lessons: Training teams should visit with the leadership of the training venues and the commanders in country to establish relationships and establish expectations for training. Teams must remain flexible in planning and executing M2M. All senior-grade Soldiers must have an official passport prior to deploying.

Topic 8.4: EARF Security

Observation: TF 2-16 security force mission: EARF.

Discussion: The primary mission of the HOA security battalion was to provide base security on three fixed-site bases (two in Djibouti and one Kenya) and provide forces for two response forces, EARF-1 and EARF-2. Secondary missions included providing security escort to small Joint force units moving through the AO and providing quick reaction security forces that were initiated based on specific events taking place in the HOA area.

Security tasks and missions did not involve partnered units. They were conducted by U.S. forces only. TF 2-16 did share tactics, techniques, and procedures developed and refined as they executed missions shared with other nations, such as the Kenyan security forces.

Sustainment support for the security forces at the fixed sites was provided directly by the TF or through the use of contractors. by the TF. (e.g., the site in Kenya was supplied by the TF using the rotator flights that went in and out. Class I food service was contracted.)

When one of the EARF deployed, the battalion tactical command post accompanied the force to provide mission command and extended communications back to the CJTF headquarters. The TF used tactical

satellite to provide the long-range backbone for communications when required.

Insights/Lessons: Most of the tasks and missions for the security force are routine site security. Some mission-specific training is required, especially in non-lethal tactics.

Topic 8.5: CIED Training

Observation: CIED training is important in the HOA.

Discussion: TF 2-16 had one platoon of light sapper engineers attached. This platoon trained with TF 2-16 as the battalion conducted its collective training and combat training center rotation. In addition, the platoon went through the Dismounted CIED Tactics Master-Trainer (DCTMT) Course conducted by personnel from Fort Benning, Ga.

The DCTMT Course was two weeks in duration and provided instruction in how to operate dismounted in a CIED environment. The training reinforced Soldier skills in detection and handling of IEDs. The course also provided an opportunity for the platoon leadership to practice planning and conducting CIED training. The DCTMT Course proved to be an important part of the platoon's preparation for their mission in East Africa.

The primary mission of the platoon was providing CIED training to the military forces that comprised the African Union Mission to Somalia (AMISOM). The platoon leadership worked in conjunction with the CJTF staff for planning and executing training missions. Training mission requirements came through the CJTF to the engineer platoon. The normal window for planning and preparation was about two weeks. Once assigned the training task, the CJTF's explosive ordnance disposal (EOD) office and the platoon leader coordinated directly with the embassy country team. Training plans and outlines came from the CJTF EOD staff and were adjudicated to meet the needs of the specific audience to be trained.

Training teams were dispatched by conducting Official Travel in Africa (OTIA) procedures. While conducting OTIA, the training teams could liaise with the embassy defense attaché for logistical and communications support. The Soldiers' per diem covered their daily sustainment needs. The demand for training teams averaged one per month. The AMISOM conducted four major training venues a year, lasting about five weeks. TF 2-16 engineers supported these training venues with CIED training.

This mission did not require any specialized equipment or engineers. All training aids and training materials were provided by CJTF-HOA as theater provided equipment.

Due to the amount of OTIA conducted, all battalions should have at least two trained Defense Travel System representatives to arrange travel and ensure that Soldier expenses are reimbursed. All OTIA funding was provided under U.S. Code, Title 22.

One squad from the engineer platoon was assigned a contingency of attaching to one of the EARF infantry companies, when the mission dictated.

Insights/Lessons: The mission for the engineer platoon attached to TF 2-16 was to train African militaries in dismounted CIED tactics. The DCTMT Course was invaluable in preparing the platoon for its mission.

Chapter 9

Civil Affairs

Summary

The following topics are addressed in this chapter:

- Common operational picture (COP) of civil affairs operations (CAO) in theater
- Pre-deployment training and preparation
- Deliberate mission approval process
- Civil affairs (CA) support to the Combined Joint Task Force-Horn of Africa (CJTF-HOA) mission

CJTF-HOA is supported by a CA battalion headquarters company (minus), one CA company, and a battalion-level functional specialty team from the U.S. Army Reserve (USAR). The functional specialty team is primarily focused on medical support. All CA forces are located at Camp Lemonnier, Djibouti, and are on different nine-month mobilization tours.

CA forces support CJTF-HOA civil military operations that establish, maintain, or influence relations between military forces, indigenous populations, and institutions by directly supporting the attainment of objectives relating to the reestablishment or maintenance of stability within the region.

CAO conducted in-theater focus on nation assistance to promote sustainable development and growth of responsive institutions for long-term regional stability. The units also assist the Theater Security Cooperation Division Fusion Cell with civil information management and are prepared to assist with foreign humanitarian assistance if necessary.

Topic 9.1: COP of CAO in Theater

Observation: CA units from three different entities are operating within the CJTF-HOA area of interest.

Discussion: CA units supporting CJTF-HOA are sourced from USAR through the U.S. Army Civil Affairs and Psychological Operations Command (USACAPOC) at Fort Bragg, N.C. Also conducting operations in the area of interest is the 95th Civil Affairs Brigade, which falls under the U.S. Army Special Operations Command at Fort Bragg, and the 85th CA Brigade, Fort Hood, Texas, which falls under the U.S. Army Forces Command (FORSCOM).

The 85th CA Brigade and 95th CA Brigade both maintain liaison officers at U.S. Army Africa and the U.S. Africa Command (AFRICOM), but their missions may not be coordinated with the CA unit supporting CJTF-HOA.

One of the tenants of unified land operations is synchronization, which is the ability to execute multiple, related, and mutually supporting tasks in different locations at the same time, producing greater effects than executing each task in isolation.

Insights/Lessons: Situational awareness on all CAO within the CJTF-HOA area of interest enhances unity of effort with mission partners and allows the consideration of regional effects.

Without a central point to synchronize efforts, this mix of units from different commands operating within the CJTF-HOA area of interest may result in stove-piped projects with effects that bleed over into each other's area of operations. All organizations operating within the CJTF-HOA area of interest should collaborate and communicate throughout the operations process (planning, preparation, execution, and assessment).

Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel and Facilities (DOTMLPF) Implications-Training: The tenant of synchronization described in Army Doctrine Publication 3-0, *Unified Land Operations*, should be emphasized in training and operations by the geographic combatant command (GCC), Army service component command, and CJTF.

Topic 9.2: Pre-deployment Training and Preparation

Observation: Home station and pre-deployment training should be tailored to the HOA mission.

Discussion: The battalion reported that the training was too focused on combat operations and not tailored to its mission supporting CJTF-HOA. The battalion commander stated that at one point his unit was scheduled to attend an Afghanistan culture briefing. Another example of unrelated training was conducting a traffic control point operation, which was something the CA forces would never be expected to do in the permissive environment that exists in the theater. Efforts to change the training at Fort Dix, N.J., based on the commander's experience and lessons learned, were largely unsuccessful.

Five of the six weeks of training was kinetically focused and pertinent to the environment in Iraq and Afghanistan. This creates the wrong mindset in a permissive operating environment where a prudent force protection, anti-terrorism defensive posture should be the norm (other than an offensive, warfighting posture).

AFRICOM-specific training requirements are provided in Annex D of the U.S. Army Forces Command pre-deployment training requirements in support of combatant command message and Appendix A (Training Requirements) of the AFRICOM reporting instructions. In addition, Annex D states that “Commanders have the latitude to adjust training based on lessons learned, previous experience, and other circumstances. Changes to training requirements must be approved by deployed location or designated representative.”

A venue to adjust training for USAR forces before mobilization is the Joint Assessment Conference, conducted at M-270 and attended by USAR major subordinate commands, U.S. Army Reserve Command (USARC) staff, and 1st Army representatives. Key tasks at the conference include the following:

- Determine the mobilization date by unit
- Determine the adjusted post-mobilization timeline
- Synchronize pre-mobilization training plans
- Determine pre- and post-mobilization training set requirements
- Establish “contract” for execution of pre- and post-mobilization plans between units/USARC staff/1st Army

The U.S. Air Force Air Advisor Academy at Joint Base McGuire-Dix-Lakehurst, N.J., was very helpful in providing HOA-specific training, including non-tactical vehicle driving and active shooter training. First Training Brigade, USACAPOC, also provided valuable training with advanced M-9 and M-4 reflexive and transition firing.

Insights/Lessons: AFRICOM theater-specific training requirements allow commanders to adjust training based on experience and lessons learned. The M-270 Joint Assessment Conference should be used to synchronize home station and post mobilization training between the unit, First Army, and USARC.

FORSCOM should review current guidance on how to adjust training for USAR unit’s deployment to AFRICOM and ensure it is understood and followed by all organizations involved in mobilizing reserve forces. The Joint Analysis Center (JAC) provides an opportunity to adjust training, but did not appear to work in this case. If AFRICOM needs to approve training changes then they should have a representative attend the JAC to approve adjustments on the spot.

Effective pre-deployment training is critical for USAR units so they are prepared to effectively support their mission. The training conducted at the mobilization site is key to this effort and the process to tailor the training should be easy to implement.

DOTMLPF Implications-Training: 1st Army coordinates with USARC, deploying units, and GCCs to ensure that training is focused on the mission. Ensure that the procedure to modify training based on the mission area, experience, and lessons learned is known and followed by all organizations involved.

Topic 9.3: Deliberate Mission Approval Process

Observation: CA missions are synchronized and coordinated through a multi-step process with the host nation, U.S. Embassy, and CJTF-HOA.

Discussion: During an engagement with a CA team, a local leader, or interested party may send a “demand signal” requesting an event, activity, or project. The idea is discussed and presented to the CA company commander, who then decides if it falls within the “Enduring Mission.” If it does, and the commander agrees with the proposal, the team executes. If there is any question to the legality or authority to do the proposal, it is vetted by the country desk officer, and then, if needed goes through the Joint Activities Coordination Board (JACB) process.

After a potential mission is identified and approved by the CA company commander, a series of formal letters must be exchanged between the CA planners, U.S. Embassy, and the host-nation government. These letters serve to describe the mission, time, resources, and personnel involved. The foreign liaison officer within the fusion action cell (FAC) facilitates the movement of the letters to and from the host nation.

The JACB process begins with the FAC of the appropriate country. From there, the mission/concept request undergoes the following approval process:

- Legal review and appropriate funding source is identified at the Joint action workgroup (paygrade O-5).
- Final CJTF approval is obtained from the JACB commanding general (paygrade O-6).
- To the U.S. Embassy for the ambassador’s approval.

Once the concept has successfully moved through this process, the CA company conducts final planning, then executes the mission.

Insights/Lessons: A deliberate mission approval process ensures CAO are conducted under the correct authorities and are synchronized with host nation and U.S Embassy efforts.

Work within the formal mission concept approval process. This is a deliberate process that may appear to slow down the execution of CAO in the theater, but it serves a valid purpose. The host nation is able to provide input into proposed missions and allows them to control the activities being conducted by all nations and organizations in their country. The internal CJTF process ensures that all activities are synchronized and executed with the proper authorities and funding. The CJTF staff must understand the CA mission to facilitate the movement of proposed missions through the JACB process.

DOTMLPF Implications-Training: CA planners should be able to write clearly and at the appropriate level for senior military and civilian leaders. The CJTF-HOA staff must understand the CA mission and capabilities its brings to assist in achieving regional objectives.

Topic 9.4: CA Support to the CJTF-HOA Mission

Observation: CA Soldiers provide a vital link between civilian entities and military forces.

Discussion: CAO involves the interaction of CA forces with the civilian populace and institutions to facilitate military operations and operational objectives. A supportive civilian population can provide the following:

- Resources and information that facilitate friendly operations
- A positive climate for the military and for the United States to pursue diplomatic activities that achieve foreign policy objectives

CJTF-HOA is currently supported by 404th CA Battalion, consisting of Company C, 407th Civil Affairs Battalion (with five civil affairs teams); a public health functional specialty team; and an attached CA team from the active duty 85th Civil Affairs Brigade. These teams support the CJTF's civil-military operations through civil reconnaissance, key leader engagements, and tactical-level nation assistance. All teams (other than the team residing at the Tadjourah team house in Djibouti) are located at Camp Lemonnier and are deployed on missions to troop-contributing nations for military-to-military engagements or after a request from partner nations or the U.S. Embassy.

The CA teams were originally located in team houses throughout the region, but were all relocated to Camp Lemonnier in October-November 2013 by direction of the CJTF leadership due to the cost of maintaining the remote locations. This has increased the time of travel to their assigned region and

limited the interaction the teams have with the population. There is local interest in Ali Sabieh, Djibouti, for the CA team to reoccupy the team house, but no decisions by the CJTF leadership have been made at this time.

The CA teams and functional specialty teams have established relationships with a wide range of regional and local government officials, private citizens, non-governmental organizations (NGOs), the U.S. Agency for International Development, Djiboutian military (Force Aerieenne Djiboutienne), and Gendarmerie. One popular engagement is the team participating in U.S. Embassy-supported English conversation groups. Proficiency in English improves the ability to engage in regional and global business relationships as well as with CJTF-HOA personnel. Prolonged discussions by the CA teams with the local population fosters trust and ultimately provides the team with insight into the culture and will of the people. On occasion, the CA team is told of potential unlawful activity in the local area and turns over the information to the National Crime Intelligence Service at Camp Lemonnier.

Insights/Lessons: CA teams provide a link to civilian populace and institutions in the operational area. They are trained to engage with a wide variety of actors to include NGOs, the U.S. Embassy, and host nation political, business, and military leaders. The CA teams must be able to interact with the local population within reasonable force protection constraints. The CJTF-HOA staff must understand the CA mission and capabilities they bring to assist in achieving regional objectives.

DOTMLPF Implications-Training: CA teams must have sufficient force protection training to allow for safe interaction with the local population. CJTF staff must understand CA mission and capabilities.

Facilities: Team houses allow the CA teams to live closer to their area of operations which reduces travel time and allows more interaction with indigenous population.

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