



NAVAL POSTGRADUATE SCHOOL

MONTEREY, CALIFORNIA

**Employment Handbook for Fighting
Counterinsurgencies:
A Toolkit for How to Build Rapport, Create
Jobs, and Work towards a Viable State**

by
Dr. Heather S. Gregg

November 2009

Approved for public release; distribution is unlimited

Prepared for: Joint Improvised Explosive Device Defeat Organization (JIEDDO),
Washington, DC 20310

THIS PAGE INTENTIONALLY LEFT BLANK

NAVAL POSTGRADUATE SCHOOL
Monterey, California 93943-5000

Daniel T. Oliver
President

Leonard A. Ferrari
Executive Vice President and
Provost

This report was prepared for and funded by Joint Improvised Explosive Device Defeat Organization (JIEDDO).

Reproduction of all or part of this report is authorized.

This report was prepared by:

Dr. Heather S. Gregg
Assistant Professor
Department of Defense Analysis

Reviewed by:

Released by:

Dr. Gordon McCormick
Chairman of Defense Analysis
Graduate School of Operational and,
Information Sciences

Dr. Karl A. van Bibber
Vice President and
Dean of Research

THIS PAGE INTENTIONALLY LEFT BLANK

REPORT DOCUMENTATION PAGE			Form Approved OMB No. 0704-0188	
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instruction, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to Washington headquarters Services, Directorate for Information Operations and Reports, 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302, and to the Office of Management and Budget, Paperwork Reduction Project (0704-0188) Washington DC 20503.				
1. AGENCY USE ONLY (Leave blank)		2. REPORT DATE November 2009	3. REPORT TYPE AND DATES COVERED Technical Report , From 2003 to 2008	
4. TITLE AND SUBTITLE: Title (Mix case letters) Employment Handbook for Fighting Counterinsurgencies: A Toolkit for How to Build Rapport, Create Jobs, and Work Towards a Viable State			5. FUNDING NUMBERS	
6. AUTHOR(S) Dr. Heather S. Gregg				
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Naval Postgraduate School Monterey, CA 93943-5000			8. PERFORMING ORGANIZATION REPORT NUMBER	
9. SPONSORING /MONITORING AGENCY NAME(S) AND ADDRESS(ES) Joint Improvised Explosive Device Defeat Organization (JIEDDO) 5000 Army Pentagon, Washington DC 20310			10. SPONSORING/MONITORING AGENCY REPORT NUMBER	
11. SUPPLEMENTARY NOTES The views expressed in this report are those of the author and do not reflect the official policy or position of the Department of Defense or the U.S. Government.				
12a. DISTRIBUTION / AVAILABILITY STATEMENT Approved for public release; distribution is unlimited			12b. DISTRIBUTION CODE A	
13. ABSTRACT (maximum 200 words) This manual offers lists of “employment menus” that Brigade Combat Teams, Civil Affairs Teams, Special Forces Teams, and Provincial Reconstruction Teams can consult to generate employment in their area of operation with the aim of engaging young men in productive work, (offering an alternative to insurgent activity), putting currency in the economy, developing positive rapport and trust with the local population, and working towards the long term viability of the state, which is the goal in counterinsurgency (COIN). This manual is designed to bridge the short and long term objectives of COIN. The three menus are graduated to offer different employment programs that eventually build from short-term, foreign funded projects, to long-term self-sustaining employment based on the resources and needs of the local population. The menus are also designed to bridge the rotation of forces in an area of operation, allowing for new troops to build on programs established by previous forces and to begin transitioning early projects to the civilian sector.				
14. SUBJECT TERMS Counterinsurgency, stability operations, jobs programs, population engagement, measures of effectiveness			15. NUMBER OF PAGES 154	
			16. PRICE CODE	
17. SECURITY CLASSIFICATION OF REPORT Unclassified	18. SECURITY CLASSIFICATION OF THIS PAGE Unclassified	19. SECURITY CLASSIFICATION OF ABSTRACT Unclassified	20. LIMITATION OF ABSTRACT UU	

NSN 7540-01-280-5500

Standard Form 298 (Rev. 2-89)
Prescribed by ANSI Std. Z39-18

THIS PAGE INTENTIONALLY LEFT BLANK

ABSTRACT

This manual offers lists of “employment menus” that Brigade Combat Teams, Civil Affairs Teams, Special Forces Teams, and Provincial Reconstruction Teams can consult to generate employment in their area of operation with the aim of engaging young men in productive work, (offering an alternative to insurgent activity), putting currency in the economy, developing positive rapport and trust with the local population, and working towards the long term viability of the state, which is the goal in counterinsurgency (COIN).

This manual is designed to bridge the short and long term objectives of COIN. The three menus are graduated to offer different employment programs that eventually build from short-term, foreign funded projects, to long-term self-sustaining employment based on the resources and needs of the local population.

The menus are also designed to bridge the rotation of forces in an area of operation, allowing for new troops to build on programs established by previous forces and to begin transitioning early projects to the civilian sector.

THIS PAGE INTENTIONALLY LEFT BLANK

Table of Contents

1. Purpose of Manual	8
2. Counterinsurgency Strategy	14
1. What is insurgency and how does it differ from conventional war?	14
2. What does a successful counterinsurgency strategy require? ..	15
3. What does victory look like in COIN?	16
4. Why are jobs and economic programs a good COIN strategy?	17
5. What are some of challenges that U.S. forces and Other Government Agencies face when creating jobs?	18
6. Who should be targeted for employment? Why?	20
7. What about the other segments of the population and their influence in insurgencies, especially women?	21
8. Will jobs programs lead to economic development?	22
3. COIN, SSTR and a Functioning State	25
Pillars of SSTR	26
Security	26
Economics	27
Governance	29
Justice	31
Two Additional Pillars of SSTR	32
Social Capital	32
National identity	34
Bundling the Pillars of SSTR	36
The Role of the State	38
Ghani and Lockhart 10 Criteria	38
4. Words of Caution and Trade-offs.....	40
Diminishing returns	40
Perverse incentives	40
Unsustainable projects	41
Welfare state	42
Undercutting the state	42
Undercutting the economy	43
Setting salaries too high	43
Internal Brain Drain	44
5. Measure of Effectiveness	46

Populations Reporting Insurgent Activity	46
Types of Insurgents Being Captured or Killed.....	47
Measuring Safety	48
Children returning back to school	48
Shops/market staying open	48
Willingness to work with US Forces.....	49
MOEs for SSTR; MPICE.....	49
6. Assessment Questions.....	51
Pre-deployment.....	52
Early-deployment	53
Society	54
Culture, Identity and structure	54
Leaders	55
Vulnerabilities of Population.....	57
Natural	57
Social	57
Economic Resources	58
Existing economy.....	58
Natural	58
Human	59
Infrastructure	59
Physical.....	59
Technological.....	60
Legal	60
7. Employment Menus	62
Jobs by Sectors.....	63
Public service.....	64
Agriculture	65
Infrastructure	65
Manufacturing	66
Employing women.....	67
Natural resources.....	68
Visual overview	69
Checklist to prepare for each menu	72
8. Menu 1 Short Term, Low Skilled, Rapid Employment Projects...	76
Create a land fill	79
Trash pick up	80
Street cleaning	81
Cleaning vacant lots.....	82

Level destroyed buildings	84
Level land for roads	85
Digging ditches for water/sewage/cables.....	86
Clearing fields for agriculture	88
Digging irrigation canals.....	89
9. Menu 2—Medium Term, Mixed Skilled, Capacity Building	
Employment.....	92
Importance of coordinating body.....	93
Overview by sector	95
Public Services	97
Develop public sanitation.....	98
Train for public facilities maintenance.....	98
Recycling program.....	99
Public transportation	100
Traffic cop.....	102
Sports programs	102
Begin urban planning.....	103
Infrastructure	106
Develop public spaces.....	106
Refurbishing schools/public buildings.....	108
Develop/improve sanitation	110
Roads and bridges.....	111
Agriculture.....	114
Planting Crops	114
Irrigation/water maintenance	116
Crop storage	117
Livestock.....	118
Manufacturing	120
Restarting preexisting manufacturing	120
Employing women.....	123
Sewing.....	124
10. Menu 3—Long Term, Mixed Skilled, Sustainable Employment	125
Goals by Sector	125
Public services.....	126
Infrastructure.....	127
Agriculture.....	129
Manufacturing	129
Natural resources	130
Appendices	132

Micro-finance	132
Purpose	132
Why Loans and not grants.....	135
On-line Resources for Pre-deployment Assessment	136
List of Specialized NGOs.....	138

THIS PAGE INTENTIONALLY LEFT BLANK

1. Purpose of Manual

This manual aims to offer lists of “employment menus” that Brigade Combat Teams, Civil Affairs Teams, Special Forces Teams, and Provincial Reconstruction Teams can consult to generate employment in their area of operation with the aim of engaging young men in productive work, (offering an alternative to insurgent activity), putting currency in the economy, and developing positive rapport and trust with the local population.

Employment is a powerful instrument for fighting counterinsurgencies (COIN). Creating jobs focuses on the most vulnerable members of a population—young and middle aged men—who are potential recruits into an insurgency. It engages the population in productive work, as opposed to remaining idle or engaging in subversive activity. Jobs programs also help laborers earn wages that are put into the economy. Creating jobs for young and middle aged men also allows this critical age group to perform their role in society as the provider for their families. Without jobs, many of these men cannot fully participate in society; in other words, they cannot be men. Without a means for providing for their families, men could feel frustrated and even humiliated by occupying forces, creating incentives for them to join insurgents and fight back.

Most importantly for U.S. forces, creating jobs is an excellent way to show good will towards the local population, build rapport, and create visible progress in improving a population’s daily life. Building trust and rapport with the population is necessary for success in a counterinsurgency; trust with the local population is essential for

separating insurgents from their base of support, which is the goal in COIN.

Creating jobs also can have positive long-term effects. If structured properly, jobs programs can be paired with local governance, paving the way for an official economy that works with and reinforces the state, and eventually allowing the government to tax laborers and provide services in return.

Ultimately, for counterinsurgencies to succeed, the security, governance, and economic viability of a state need to be strengthened so that it can stand on its own, defend its borders and provide for its citizens. This is victory in a counterinsurgency.

To achieve victory in COIN, it is important that U.S. forces, NGOs, and IOs take actions that have not only positive effects in the near-term, but that also pave the way for lasting, long-term change.

This manual is designed to bridge the short and long term. The three menus are graduated to offer different employment programs that eventually build from short-term, foreign funded projects, to long-term self-sustaining employment based on the resources and needs of the local population.

The menus are also designed to bridge the rotation of forces in an area of operation, allowing for new troops to build on programs established by previous forces.

Jobs programs and economic recovery for areas of conflict are currently hot topics in the military and policy world. Recent publications, such as the RAND “Guidebook for Supporting Economic Development in Stability Operations,” USIP’s “Employment Generation and Economic Development” and “Guide for Participants

in Peace, Stability and Relief Operations,” NDU’s “Civilian Surge,” and JFCOM’s “Handbook for Economic Development,” all see a connection between economic development and ending conflicts.¹

This manual is designed to build on these important works, but is different in several key ways.

- It is designed to work specifically in a counterinsurgency environment from the time forces enter an area until they leave. It contends that jobs programs are a valuable way to positively engage the population, build rapport, and learn more about the population before engaging in more complicated development projects.
- The manual aims to bridge the gap between the “what” and “why” with the “how to.” The first part of the manual, therefore, discusses the “what” and “why” of counterinsurgency, stability operations, and a viable state. The second part of the manual, the “Menus” describes specifically the “how to”—the equipment, assessment, and goals of specific projects—and how these projects can be expanded to build a viable state over the long haul.
- The manual is designed to be used at the tactical level. The books mentioned above are excellent resources for thinking

¹ See, for example: Keith Crane, et al, *Guidebook for Supporting Economic Development in Stability Operations*, Santa Monica: RAND Tec¹ See, for example: Keith Crane, et al, *Guidebook for Supporting Economic Development in Stability Operations*, Santa Monica: RAND Technical Report, 2009; *Civilian Surge: Key to Complex Operations*, edited by Hans Binnendijk and Patrick M. Cronin, National Defense University Preliminary Report, December 2008; *Guide for Participants in Peace, Stability, and Relief Operations*, edited by Robert M. Perito, Washington, DC: U.S. Institute of Peace, 2007; Johanna Mendelson-Forman and Merriam Mashatt, “Employment Generation and Economic Development in Stabilization and Reconstruction Operations,” *U.S. Institute of Peace Stabilization and Reconstruction Series No 6.*, March 2007; and General David H. Petraeus, “Multi-National Force-Iraq Commander’s Counterinsurgency Guidance,” *Military Review*, September-October 2008, pp. 2-4.

about strategic level economic development but, with the exception of the “Employment Generation and Economic Development,” the books do not offer tactical level advice.

The manual builds on the operational experience of Army and Marine troops deployed to Iraq, and Special Forces teams in Asia, who developed employment programs with the goal of improving security and reducing insurgent activity.

Finally, this manual tries to bridge the gap between theory and practice, strategy and tactics, but it is by no means complete. There are several aspects of jobs programs, stability operations, and the creation of a viable state that are not included in the manual. For example, banking and finance are critical to the long term viability of the state, but this manual does not discuss these sectors of the economy. Likewise, the manual mentions the importance of creating laws and the ability to apply and enforce these laws—especially contracts and property rights for economic investment—but does not address how to create, apply and enforce these laws. These topics, while important, will most likely fall beyond the realm of the U.S. military, and their development should go to other agencies in the U.S. government, such as the Departments of Justice and State.

It is the author’s hope that this manual will make life easier for the operator, and allow him or her to hit the ground running with useful suggestions for building rapport in a COIN environment. As such, this is a manual that should evolve over time, expanding to include new projects, pitfalls to avoid, and means of better integrating efforts between agencies for long term success. The author,

therefore, welcomes any feedback to help improve the manual. It is, after all, for you. Good luck!

THIS PAGE INTENTIONALLY LEFT BLANK

2. Counterinsurgency Strategy

This section aims to offer a brief overview of the causes of insurgency and why employment is an important counterinsurgent strategy. The discussion is broken down into a question and answer format and can be read in any order.

1. What is insurgency and how does it differ from conventional war?

Most scholars agree that insurgency is a form of political violence that aims to challenge the existing authority in a state, be it the government or an occupying force. Insurgent violence, in other words, is not random violence, but violence with a greater purpose. French insurgency expert David Galula defines an insurgency as “a protracted struggle conducted methodically, step by step, in order to attain specific intermediate objectives, leading finally to the overthrow of the existing order.”²

The U.S. Army Counterinsurgency Manual defines insurgency as an “organized movement aimed at the overthrow of a constituted government through the use of subversion and armed conflict.”³ It stresses: “insurgency is not simply random violence. It is directed and focused political violence.”⁴

Conventional wars and insurgencies have different centers of gravity. In conventional war, the center of gravity is another state’s

² David Galula, *Counter-Insurgency Warfare: Theory and Practice*, New York: Frederick A. Praeger, 1964, p. 4.

³ Quoting JP 1-02, FMI 3-07.22, p. 1-1.

⁴ FMI 3-07.22, p. 1-7.

military—one state’s military defeats another by demonstrating superior strength on the battlefield. Conventional wars are won either through the destruction of the other state’s forces, or through an armistice.

The center of gravity in insurgencies, on the other hand, is a state’s or area’s population. It is useful to think of insurgencies as a tug-of-war between insurgents and the state (or occupying force) for the loyalty and support of the population. Galula argues:

If the insurgent manages to dissociate the population from the counterinsurgent [the government], to control it physically, to get its active support, he will win the war because, in the final analysis, the exercise of political power depends on the tacit or explicit agreement of the population or, at worst, on its submissiveness.⁵

Victory in a COIN, therefore, is not the destruction of insurgents but winning the support of the population away from insurgents. Without the population’s support, insurgents cannot survive. And, similarly, without the population’s support, a state’s government is unlikely to survive.

2. What does a successful counterinsurgency strategy require?

A successful counterinsurgency strategy requires winning the population away from the insurgents by drawing on a mixture of military and non-military actions.

The Army COIN manual defines counterinsurgency as “those military, paramilitary, political, economic, psychological, and civic

⁵ Galula, pp. 7-8. The Army COIN manual also identifies the importance of populations in an insurgency, calling them the “center of gravity.”

actions taken by a government to defeat insurgency.”⁶ The manual’s “end state and criteria of success” names five tasks:

- Protect the population
- Establish local political institutions
- Reinforce local governments
- Eliminate insurgent capabilities
- Exploit information from local sources⁷

In the early stages of a COIN, force will most likely be necessary to establish a permissive environment. However, once a permissive environment is established, occupying forces need to use non-kinetic means for winning the population’s support. Establishing security—the absence of violence—is only a first step and, if not followed with immediate action to improve lives and strengthen society, will not result in victory. For more on this point, see the next section, “bundling the pillars of reconstruction.”

3. What does victory look like in COIN?

Ultimately, for counterinsurgencies to succeed, the security, governance, and economic viability of a state need to be strengthened so that it can stand on its own, defend its borders and provide for its citizens. This is victory in a counterinsurgency. To achieve victory in COIN, it is important that occupying forces, NGOs, and IOs take actions that have not only positive effects in the near-term, but that also pave the way for lasting, long-term change.

⁶ Quoting the JP 1-02. FM 3-07.22, p. vi.

⁷ FMI 3-07.22, p. viii.

4. Why are jobs and economic programs a good COIN strategy?

Employment is a powerful instrument for realizing the five tasks named in the COIN manual.

Creating jobs, first and foremost, engages the population in productive work, as opposed to remaining idle or engaging in subversive activity, including insurgency. Moreover, laborers earn wages that are put into the economy and are important for the growth of an official economy. Building on this, an official economy works with and reinforces the state, allowing the government to tax laborers and provide services in return.

Most importantly for U.S. forces and Other Government Agencies, creating jobs is an excellent way to show good will towards the local population, build rapport, and create visible progress in improving a population's daily life.⁸ And in the long run, if coordinated with local leaders and the government, jobs programs could both teach and reinforce good governance, strengthening the bond between the government and its population.

Finally, creating jobs focuses on the most vulnerable members of a population—young and middle aged men—who are potential recruits in an insurgency. Creating jobs for young and middle aged men allows this critical age group to perform their role in society as the provider for their families. Without jobs, many of these men cannot fully participate in society; in other words, they cannot be men. Without a means for providing for their families, men could feel

⁸ For example, Gen. David Petraeus specifically names jobs programs as a non-kinetic means of fighting a COIN, see: General David H. Petraeus, "Multi-National Force-Iraq Commander's Counterinsurgency Guidance," *Military Review*, September-October, 2008, pp. 2-4.

frustrated and even humiliated by occupying forces, creating incentives for them to join insurgents and fight back.

While jobs alone will not end insurgency and is unlikely to dissuade the ideologically driven “hard core” members from challenging the government and U.S. forces, employment does offer an important means of driving a wedge between populations and insurgents, which is the goal of counterinsurgency strategy.

5. What are some of challenges that U.S. forces and Other Government Agencies face when creating jobs?

There are two main challenges to U.S. forces and Other Government Agencies in providing jobs to local populations: they need to act quickly, and they need employment plans that are sustainable.

Occupying forces need to act quickly to demonstrate they are there to protect the population and are capable of improving their lives. On these points, they are in direct competition with insurgents, who essentially claim to provide the same services. Occupying forces are at a disadvantage in this struggle because they are outsiders to society and are not familiar with the wants and needs of the population. In order to compete with insurgents, therefore, they need to act quickly, which requires having plans for engaging the population before they move into their AOR.

Occupying forces face a second important problem when introducing employment schemes in their area of operation: the sustainability of their programs. In most cases, high-labor, low-skilled

projects are not sustainable over the long haul. In some cases, basic projects are sustainable. For example, clearing brush and trees from roads and fields in a jungle environment is a sustainable project because vegetation grows that quickly. However, other projects—such as trash pick up programs—need to be transitioned into more sustainable projects over the long haul in order to maintain their effectiveness, empower the government, and prevent “perverse incentives,” such as the population throwing trash in the street, because they know someone will pick it up.

In order for initial employment schemes to have lasting, positive effects, occupying powers U.S. forces need to have follow-on projects that are more sustainable, that will endure beyond one unit’s or team’s deployment, that will evolve, and that will help provide the building blocks to create a viable government.

More sustainable projects require time to assess the needs of the area of operation, including its leaders, resources, and the existing economy. Sustainable projects also require working through local leaders and communities to give them ownership and build capacity to run and maintain projects over the long haul. Often in a COIN environment, local government is weak or non-existent. Time is required to identify and mentor leaders that can strengthen and build local government.

Ideally, U.S. forces should develop jobs programs simultaneous to building and strengthening local governance so that there is buy-in and capacity building from the start. See “Bundling the Pillars of Reconstruction” for more on this point.

6. Who should be targeted for employment? Why?

In a COIN environment, virtually all segments of a population are vulnerable to insurgents' use of incentives, propaganda and coercion; the population as a whole thus requires attention from the state or occupying forces.

However, young and middle-aged men are a particularly vulnerable group that deserves special attention for employment.

Men make up the rank and file of nearly all insurgencies. There will be men who join insurgencies because they are true believers in the cause; they are the "hard core". However, there are most likely a large number who join because they are swept up in the moment, or because friends join, or for the sense of community the insurgency provides; some may even join for money. These are the "less committed". Furthermore, there are those who have not yet joined the insurgents, but provide a potential pool of recruits.

Potential and less committed recruits are the target of these jobs programs. Engaging men in productive work offers an alternative to insurgent activity. Creating jobs for young and middle aged men allows this critical age group to perform their role in society as the provider for their families. Without jobs, many of these men cannot fully participate in society; in other words, they cannot be men. Without a means for providing for their families, men could feel frustrated and even humiliated by occupying forces, creating incentives for them to join insurgents and fight back.

7. What about the other segments of the population and their influence in insurgencies, especially women?

Women make up half the population, yet are often overlooked in COIN operations; this may be for several reasons. First, women in other cultures may appear “weak” or “un-influential” relative to women in the United States, especially in cultures where women are not prevalent in the mainstream work force or highly visible in public places. This assumption is not true.

As mothers and wives, women play a particularly important role in counterinsurgencies because they may be able to influence the men in their lives. In some cases, women also become insurgents. For example, female suicide bombers are a problem in Iraq and have required new TTP to combat.

It is important to stress that women carry power in all cultures and society, but not always in the same way. It is critical, therefore, to try and understand the types of influence women have in society and how this influence could be leveraged in a COIN environment.

Women also are the silent sufferers of insurgencies; they must care for their families when their husbands and sons are fighting and, when their husbands and sons are killed, they must provide for their families without the traditional breadwinners.

One means of engaging women is through micro-finance programs. Micro-finance, which provides small amounts of capital to start moneymaking enterprises, can allow women to engage in economic activity from their homes, while caring for their families and maintaining cultural norms. Micro-finance is also a means of

engaging women positively and building rapport with this critical segment of society. Depending on the culture, this could take time. See the chapter on Micro-Loans for details on how to structure a program.

8. Will jobs programs lead to economic development?

Depending on who is doing the implementing, jobs programs serve different purposes.

For U.S. forces, jobs programs are a means, not an ends, to operations. In other words, jobs are meant to have a tactical, operational, and strategic effect on the area of operation. They are a means of building rapport with the local population and an opportunity to learn more about how society is structured, who is in charge, and what a society's various needs are. Ultimately, jobs programs are one of several non-kinetic tools for fighting a counterinsurgency.

It is not the U.S. military's role to economically develop a country. However, the actions that the U.S. military takes while deployed affect the host nation's economy. One of the aims of this manual, therefore, is to offer suggestions for programs that will get a host nation's economy headed in the right direction.

As with Other Government Agencies, NGOs, and IOs, the U.S. military's short and long term goal in creating jobs programs is "First: Do no harm." In order to do no harm, the U.S. military and other groups need to be able to see down the road and think long term.

In most cases, the military will be the first to engage with the population because they are the ones to create a permissive

environment and hold an area. Furthermore, the military is more capable of working in an insecure environment than OGAs, IOs or NGOs, which may specialize in economic development but do not have the means or mandate to use force. The military, therefore, may find itself in the role of managing an area's economy and governance because it is the only force capable of performing these critical functions in the early stages of a COIN campaign. Finally, the military is also useful for performing these tasks because it has unity of command and a hierarchy that helps to get things done. NGOs and IOs usually operate without a coordinating mechanism, which can lead to redundancies and gaps in their efforts.

The military may use jobs programs for short-term effects, but it is critical that they think of the long-term implications of the jobs programs they initiate, and the people they empower through their programs, because this will affect the overall goal of creating a functioning state, which is the goal of COIN. This is particularly true of the leaders that U.S. forces empower. Leaders that can be brought in line with principles of the host nation's government are the most ideal to empower, but these leaders rarely exist in the early stages of a counterinsurgency. Rather, these leaders must be cultivated and brought along through a balance of "sticks and carrots."

Furthermore, implementing powers need to consider the sustainability of the programs they initiate. Certain programs will have significant short term pay off, but in the long run may be unsustainable or even counterproductive. For example, in Iraq, the U.S. military began paying and training local security forces to defend their neighborhoods against Al Qaeda in Iraq. These security forces,

which became known as the Sons of Iraq, were extremely effective in routing out Al Qaeda in Anbar province and Baghdad. The Sons of Iraq also helped employ men in these areas, give them a sense of pride and purpose, and put money in the economy.

However, the Sons of Iraq have serious long term problems. There are too many to fold into the existing Iraqi Army and Police and, unless other jobs are found, thousands of young men will be unemployed, putting them back in the same situation they were in before the program was stood up. These types of programs, despite their short term success, should be avoided because they do not have long term viability.

The bottom line when implementing short term projects should be:

- First, do no harm
- Keep the long term goal in mind—creating a viable state
- Do not create conditions that will alienate the population from the government in either the near or the long term.

3. COIN, Security, Stabilization, Transition and Reconstruction (SSTR) And a Functioning State

The long term success of a counterinsurgency requires the creation of a state that can stand on its own, defend its borders and provide for its citizens; this is victory in a counterinsurgency. Getting to victory in COIN, however, requires going through different stages; this chapter outlines three stages in particular: (1)COIN, (2)Security, Stabilization, Transition, and Reconstruction, and (3)a Functioning State.

COIN and Security, Stabilization, Transition, and Reconstruction (SSTR) are two analytically distinct stages yet, in practice, are connected. COIN precedes SSTR and includes combat to establish a permissive environment.⁹ As the environment becomes more permissive, U.S. forces need to engage the population and provide for its needs in order to win them over and drive a wedge between the population and insurgents. This process is the early stages of SSTR and should feed into future efforts to stabilize and reconstruct the Host Nation. Ultimately, COIN and SSTR need to support the long term goal of creating a viable state.

⁹ SSTR can also follow conventional wars where a country's infrastructure, economy and governance need to be rebuilt.

Pillars of SSTR

SSTR is divided into several “pillars.” The Center for Strategic International Studies (CSIS) Post Conflict Reconstruction Project names four pillars of SSTR¹⁰:

- Security and public safety
- Economics and social progress
- Governance and participation
- Justice and reconciliation

The U.S. Institute of Peace (USIP) names five pillars:¹¹

- Safe and secure environment
- Rule of Law
- Stable democracy
- Sustainable economy
- Social well-being

Perhaps the easiest way to define these pillars is by identifying desired outcomes of each.

Security may seem like an obvious pillar to define—“the absence of violence”—but in a COIN environment, the goal of security is much more than non-violence. Psychologist Abraham Maslow uses the term “safety needs” to describe the human need to feel secure in his pyramid of human needs. Safety needs includes physical security, but also includes social aspects, a sense of community and even daily routine and a predictable future. Maslow

¹⁰ Post Conflict Reconstruction Project,” *Center for Strategic and International Studies*, <http://www.csis.org/isp/pcr/>, as of January 12, 2009.

¹¹ *Guide for Participants in Peace, Stability and Relief Operations*, edited by Robert M. Perito, Washington, DC: U.S. Institute of Peace, 2007, p. xxxiv.

also includes religion and philosophy as important for safety needs, which provide a sense of purpose and existential direction.¹² **In a COIN environment, therefore, it is better to think of security as more than the absence of violence; it is the mixture of physical, communal, and psychological needs that makes the population feel safe, stable, and hopeful for the future.** Achieving a sense of safety in a population therefore requires more than deploying security forces; it requires developing all the pillars of SSTR and a government that supports and provides a stable economic, political, and security environment for its people.

The long term goal of the **Economics** pillar is to create a legitimate and sustainable gross domestic product (GDP), which allows for the employment of its population, and an import/export economy that does not result in deficit spending.

Creating a legitimate economy in a COIN environment is perhaps the most difficult task U.S. forces or a host nation can undertake. Typically in a counterinsurgency, civil war, or failing state, the government is unable to provide goods and services for its population and gray (legal goods sold illegally) or black markets (illegal goods sold illegally) emerge to fill the demand.¹³ Insurgents in fact often use goods as services as a means of enticing the population's support, becoming the *de facto* government in their areas of operation. Moreover, crime and black markets, like weapons

¹²Abraham H. Maslow, "A Theory of Human Motivation," *Psychological Review*, Vol. 50, 1943, pp 370-96.

¹³Keith Crane, et al, *Guidebook for Supporting Economic Development in Stability Operations*, Santa Monica: RAND Technical Report, 2009, p. 11.

and drug trafficking, often go hand-in-hand with insurgencies and reinforce one another. These illegal economies eventually need to be brought under the jurisdiction of the government or shut down; their continued operation undercuts the legitimacy of the state (see below).

However, if black markets and insurgent services are the primary source of employment and sustenance for the population, these illicit markets cannot be shut down without providing legitimate goods and services in their place. Without these alternate services, the population will most likely suffer and resent occupying powers and the government, diminishing trust. Moreover, shutting down illicit economies puts people out of work and dethrones leaders. Transforming an illegitimate economy into a legitimate one is thus a tricky undertaking.

A US Institute of Peace (USIP) report names the following as intermediate goals for the economic pillar of reconstruction:

- Depriving...illicit revenue streams
- Creating jobs
- Ensuring the integrity and adequacy of the revenue stream for essential government activities¹⁴

The *Guidebook for Participants in Peace, Stability and Relief Operations*, also folds physical infrastructure into the economic pillar of reconstruction, recognizing the importance of roads, electrical grids, water supplies and so on as essential for creating a stable economy in almost all countries. The *Guidebook* also recognizes the

¹⁴ Craig Cohen, "Measuring Progress in Stabilization and Reconstruction," *USIP Stabilization and Reconstruction Series*, No 1. March, 2006, <http://www.usip.org/pubs/specialreports/srs/srs1.pdf>, as of January 14, 2009.

need to develop and manage natural resources in a way that promotes equity among a state's citizens.¹⁵

Governance, broadly, involves how a state is managed and run. The long term goal of a country's governance should be a relationship between the government and its people whereby the government provides transparency, safety and security, economic opportunity, goods and services, and the population, in return, gives up some of its liberties and freedoms (and income in the form of taxes) to follow the rules and authority of the state. Governance, therefore, involves the interaction between a state's leaders, the goods and services it provides a population, and the population's support and cooperation with the state. 19th century English philosophers Thomas Hobbes and John Locke along with 18th century French philosopher Jean-Jacques Rousseau called this the "social contract."

Almost by definition, governance and the social contract have broken down in a COIN environment; the state is unwilling or unable to provide for the population, and the population is unable or unwilling to support the state. Typically, local leaders and/or insurgents are acting as the de facto state.

In the early stages of a COIN strategy, U.S. forces need to work with and manage existing leaders in order to work towards the long term goal of creating a viable, legitimate government that serves its people. This includes working with leaders inside the government—if it exists—and those not in the government but that hold power and

¹⁵ *Guidebook*, pp. xxxvi-xxxvii.

influence with the population. Not all leaders in an insurgency are useful for creating a viable government but neither are all insurgent leaders necessarily bad. Long term success in COIN requires distinguishing between the useful and non-useful leaders, and then managing those leaders in a way that will not derail the viability of the state. This is no small task.

In the early stages of a COIN, “good” leaders—those willing to place the needs of their constituents above their own wants and desires—may be hard to find or non-existent. In cases like this, the U.S. military may be forced to work with less-than savory leaders in order to get work done. In these cases, it is important to create opportunities to cultivate good leaders and, over time, transition bad leaders out of positions of authority.

A USIP report names the following as intermediate goals for the governance pillar of reconstruction:

- Integrating...faction leaders into peaceful political processes
- Establishing transparency and accountability¹⁶

The *Guidebook* specifically names “stable democracy” as the long term goal of this pillar, which includes:

- Legitimate systems of political representation at the national, provincial and local levels
- Effective ministries
- Political parties
- Free media

¹⁶ Craig Cohen, “Measuring Progress in Stabilization and Reconstruction,” *USIP Stabilization and Reconstruction Series*, No 1. March, 2006, <http://www.usip.org/pubs/specialreports/srs/srs1.pdf>, as of January 14, 2009.

- Robust Civil society¹⁷

Justice involves two components: law, and its implementation. Ultimately, a state needs to codify laws that are equally binding on all, and which provide a sense of justice and fairness for society. A country's laws should cover at least four broad areas: politics (such as constitutional law), economics (such as contract laws, property rights, etc), society (laws that govern relationships between citizens), and civil obedience (laws that govern the relationship between citizens and the state).¹⁸ States also make laws that conform to international norms and treaties, such as human rights practices, international maritime agreements, and so on.

Most democracies have a constitution, which is the supreme law of the land. Although the norm, not all democracies must have a constitution; Israel and Great Britain are two examples of democracies without codified constitutions. Furthermore, some democracies have allowed for religious laws—such as Islamic Shariah law—to govern some aspects of citizens' lives. India, for example, allows Muslim courts to apply Shariah law to govern family matters, but criminal and civil laws are managed by secular laws codified by the state.

A state's police force and its court system works together to enforce and apply laws. To successfully apply the law, therefore, a

¹⁷ *Guidebook*, pp. xxxvi-xxxvii.

¹⁸ Specific types of law can vary from country to country and be quite specific. In the United States, for example, there are dozens of types of law that lawyers can specialize in. Broadly speaking, however, laws should govern the above relationships.

state needs a professionalized police force, jails, courts, and trained lawyers and judges.¹⁹

In a post-COIN environment, often times the state lacks all the necessary ingredients for justice—their laws are no longer valid or applicable, the police force has broken down, lawyers and judges are absent, and basic infrastructure—such as jails and court houses—are destroyed. All of this needs to be built in order for justice to be established.

The USIP report names the following as benchmarks for justice:

- Resolving disputes peacefully
- Providing equality before the law, including justice for past grievances
- Protecting fundamental human, civil and political rights, especially for women and minorities²⁰

Two Additional Pillars: Social Capital and National Identity

In addition to these five pillars, there are two additional pillars that are important for long term success in a COIN environment—social capital and national identity.

Social Capital refers to the “informal norms” (unofficial rules) that create trust and cooperation between individuals in a society. Examples of informal norms that create social capital are things like keeping promises and commitments, performing one’s duties, and the “golden rule” (doing unto others as you would have others do to you).

¹⁹ *Guidebook*, pp. xxxvi-xxxvii.

²⁰ Craig Cohen, “Measuring Progress in Stabilization and Reconstruction,” *USIP Stabilization and Reconstruction Series*, No 1. March, 2006, <http://www.usip.org/pubs/specialreports/srs/srs1.pdf>, as of January 14, 2009.

Social capital, in other words, is what holds groups and societies together.²¹ Much of the social capital that keeps societies together is unconscious and taken for granted. For example, in much of the world, we get into our cars every day with the assumption that other drivers will do their best to avoid hitting other cars; we trust that other drivers will be responsible.

Often in war-torn societies, and especially in civil wars and insurgencies, the trust that holds society together has been destroyed. Moreover, negative forms of social capital, such as loyalty to one's ethnic or religious group, have taken hold and prevent a society from trusting one another across these divides. Under these circumstances, social capital needs to be rebuilt in order for society and the state to function properly.

Social capital is not consciously constructed; it is the norms and unofficial rules that evolve over time. It is the indirect byproduct of interacting with one another through a variety of situations. Therefore, U.S. forces should try to create situations where groups are given incentives to interact with one another and build trust.

Jobs programs and development are excellent means for helping the population to recognize common needs and goals and build social capital. One example of how to build social capital comes from post-Taliban Afghanistan and the creation of the National Solidarity Program. Rather than having NGOs or IOs rebuild infrastructure for towns and provinces, development money was pooled in Kabul and each town was given block grants that they could

²¹ Francis Fukuyama, "Civil Society and Social Capital," prepared for the IMF Conference on Second Generation Reforms, October 1, 1999, <http://www.imf.org/external/pubs/ft/seminar/1999/reforms/fukuyama.htm>, as of March 6, 2009.

use towards projects. Towns were required to discuss and vote on which projects should be implemented. Bigger projects, such as bridges, required towns to “pool” their credits in order for projects to be built. Building and rebuilding infrastructure thus became the situation that compelled individuals within towns and across towns to negotiate, make decisions, and take ownership of these development projects. The byproduct of this process was social capital.²²

Rebuilding social capital should start immediately in a COIN environment and continue through SSTR and the strengthening of the host nation. Individuals and groups in a state need to recognize their common interests in order for a country to cohere and function properly.

National identity, like social capital, is essential for the long term viability of the Host Nation. Similar to social capital, there are good national identities and bad ones. Bad national identities are ones that divide society and exclude individuals and groups from membership. Examples of bad national identities include those that are based on ethnicity, religion, kinship, tribe or race.

Often in a post-conflict society, especially civil wars and insurgencies, a state’s national identity has broken down and individuals identify first with whichever group provides them safety and protection.

In order for a state to function properly, its citizens need to have a common identity with each other and the state. In the United

²² For more on the National Solidarity Program, see: Ghani and Lockhart, *Fixing Failed States*, pp. 206-208 and Roya Wolverson, “Q&A: Not So Helpful—private for profit firms contracted to provide foreign aid aren’t often any better than the non-profit firms they replace,” *Newsweek*, November 25, 2007.

States, national identity is based on the ideals of the state, which are enshrined in the Constitution. U.S. forces take an oath of allegiance to uphold the Constitution, not the president or a particular group or even U.S. territory. Furthermore, citizenship is based on being born in the United States, or through immigration and naturalization for individuals born outside the country. In theory, any person is entitled to citizenship in the United States irrespective of race, gender, ethnicity or religion. Finally, being a U.S. citizen comes with civic responsibilities, such as jury duty and voting.

This form of national identity is commonly called “civic nationalism;” it is based on loyalty to rule of law, governing principles, citizenship, and participation. Civic nationalism is a particularly useful form of national identity for multi-ethnic states because it allows individuals and groups to maintain their ethnic identities, but they are subsumed under the identity based on citizenship and participation in the ideals of the state.²³

National identity is learned, not assumed. This is true even for national identity based on race, ethnicity, tribe and religion. In the United States, citizens are taught civic national identity formally, through public schools and military service, and informally, through television and other forms of media, and at home.

With this in mind, efforts should be made to foster a sense of national identity that all within a country can associate with and participate in. A sense of national identity should be formally taught through the education system. National identity should also be taught

²³ For a discussion on different forms of nationalism and democracy, see: Jack Snyder, *From Voting to Violence*, New York: Norton, 2000.

as part of military and police training, as well as for the civil service. National identity should also be fostered informally through television, sports programs, and other forms of popular culture.

Bundling the Pillars of Reconstruction

The pillars of reconstruction should be developed to support and reinforce one another and not created in isolation or “stove-piped.” One way to do this is by consciously “bundling” two or more pillars together when initiating projects.

For example, constructing a road is useful for moving agriculture and other goods around the country and therefore supports the economic pillar of reconstruction. Roads also connect the hinterland to the capital, making governance easier. If strategically placed, roads can also be a security asset, allowing the military and police into areas that would otherwise be of limited accessibility to the government. Finally, if the population is properly brought into the process of building the road, it could be a symbol of local and national pride, thus reinforcing national identity.

Perhaps somewhat paradoxically, jobs programs may not necessarily work towards developing the economic pillar of reconstruction. For example, micro-loans programs—as envisioned by Mohammed Yunus—are designed to fight starvation and are often too small to register in economic development indices, such as Gross Domestic Product (GDP) because the monetary sums are small and may not be part of the official economy. While the program offers a way for the most vulnerable to combat hunger and destitution, micro-finance also has other important, positive side-effects:

- It builds social capital through group accountability and trust
- It teaches leadership skills
- It offers the chance for individuals to participate in a process and vote on decisions made
- The program is flexible enough to allow for cultural adaptation, especially in regard to employing women
- It empowers people, instead of making them dependent on hand outs

Jobs programs should be developed with the goal of bundling two or more of the pillars of reconstruction. Perhaps in most situations, the three pillars that should be engaged first are security/safety, governance, and social capital. These three pillars naturally reinforce one another.

Within all of these efforts, and at the earliest stages, the local population should be brought into the process of COIN and SSTR. The U.S. Army Special Forces' motto is "By, With and Through," meaning that Special Forces should always engage the local population to affect change. Local ownership will do several important things at once: put a local face on work being done, develop leadership, and create the necessary local institutions for sustaining programs, to name but a few benefits. In other words, local ownership of projects is important for short and long term success of counterinsurgencies.

The Role of the State

A functioning state performs several critical roles to its citizens, to neighboring states, and to the international community.

Ashraf Ghani and Clare Lockhart in *Fixing Failed States* name ten functions of a state. They are:

- Rule of law
- A monopoly on violence (use of force)
- Administrative control within the government
- Sound management of public finances
- The creation of citizenship rights through social policy
- The provision of infrastructure services
- Formation of a market economy
- Management of public assets
- Effective public borrowing (national debt)
- Investment in human capital (education, vocational training, etc)²⁴

These ten functions build on the four pillars of reconstruction of governance, economic development, security/safety, and justice.

It is interesting to note that Ghani and Lockhart's list not only names the creation of a market economy as a necessary function of the state, but that it also needs to manage its debt, both in public borrowing and in finances overall. A country that is dependent on foreign aid, therefore, does not meet these requirements; ultimately a state needs to be self-reliant in order to be fully functioning.²⁵ At the

²⁴ Ashraf Ghani and Clare Lockhart, *Fixing Failed States: A Framework for Rebuilding a Fractured World*, New York: Oxford University Press, 2008, 124-162.

²⁵ Ghani and Lockhart, pp. 160-163.

earliest stages of COIN and SSTR, efforts should be made to create a self-sustaining state.

Furthermore, Ghani and Lockhart's list stresses the importance of developing "human capital" or the population's potential through education, vocational training and other forms of enrichment. Developing human capital is necessary for a state's ability to be self-sustaining in literally every dimension named above. Educated and trained people are needed to run the country, police its population, defend its borders, create and maintain a viable economy, and even further educate and train future generations. Therefore, efforts should be made during COIN and SSTR to "train the trainer" and establish education opportunities to develop human capital not just in children, but also adults. Ghani and Lockhart also stress that developing human capital includes public health, which is necessary for a productive workforce and overall quality of life.²⁶

In conclusion, by looking at the functions that a healthy government provides, it should be easier to imagine how the short term actions of COIN and SSTR help move the state in this ideal direction. Looking at the long run should make it easier to choose actions in the short run that will help pave the way for a state's long term viability.

²⁶ Ghani and Lockhart, pp. 139-144.

4. Things to consider, things to look out for

Jobs programs offer numerous benefits for building rapport with the local population in the early stages of a counterinsurgency and moving a state towards long term viability.

However, there are also some important pitfalls to avoid when developing and implementing jobs programs. A few key points are described below.

Diminishing returns. Most projects, particularly ones implemented in the early stages of a COIN, should only be used for a short duration, allowing time for other projects to be developed. By definition, the early projects are not sustainable; they are designed to employ a large number of people, not to be sustainable.

Maintaining unsustainable projects over the long haul will result in diminishing returns; either the project will become too expensive to maintain relative to the work being accomplished, or the program will result in perverse incentives. Therefore, it is important to only maintain inefficient projects for as short a time as necessary.

Perverse incentives. Some projects may lead to a population altering its behavior in a way that is, in the long run, counterproductive. For example, a trash pick up program—if left unchecked—could lead to people throwing their trash in the street, confident that someone else will pick it up and that it will ensure employment for those picking up the trash. This problem actually happened in Iraq.

In order to avoid perverse incentives, it is important that the short term, high labor projects be transitioned to more sustainable projects as soon as possible (See menus one, two and three for more details).

Unsustainable projects. The previous chapter outlined the short and long-term goals of a counterinsurgency and how actions taken in a COIN environment should feed into the goals of SSTR, which should ultimately work towards a sustainable state.

When implementing jobs programs, it is important to eventually develop programs that are sustainable. The first menu of programs, by definition, are not sustainable; they are designed to be implemented quickly and to allow U.S. forces to learn more about the population before implementing longer term programs.

When assessing the population, it is important to identify the strengths and limits of the human and physical environment in order to create sustainable projects. Four broad areas should be considered: labor, resources, market potential, and technology.

- Labor involves assessing the manpower (number of laborers), skills of the population, and the population's potential for developing new skills and training.
- Resources are the existing assets in an area of operation, including land, soil conditions, water, minerals, infrastructure, capital (financing) and access to resources not readily available, such as by ports or navigable rivers.

- Market potential is the local, regional and international demand for goods being produced (for projects producing goods, like food, furniture, etc).
- Technology includes the needed tools for implementing the project and the ability of that population to sustain those tools over time.²⁷

It is important to consider all four of these criteria and not create projects that require assets that the local population does not have, can not easily acquire, or cannot maintain over time. See assessment questions in the next section for more details on assessing sustainability.

Welfare state. Similar to diminishing returns, it is important to create projects that do not, over the long haul, artificially employ the population and require funding either from the state or international donors to maintain. Menu 1, by definition, includes projects that require outside funding and that employ the population in a way that cannot be sustained over the long haul. Menus 2 and 3 are designed to gradually ease out of this situation and to diversify the economy so that employment and development can be sustained over the long term.

Undercutting the state. Menu 1 of the jobs programs is designed to be managed by the U.S. military or foreign civilian presence. By definition, these programs bypass the state because either the state

²⁷ For more on the basic conditions for economic development see: *Economics of Development* fifth edition, edited by Perkins et al, New York, W.R. Norton and Co, 2001; 27 Keith Crane, et al, *Guidebook for Supporting Economic Development in Stability Operations*, Santa Monica: RAND Technical Report, 2009.

is non-existent, or not functioning properly. However, Menu 2 and 3 are designed to work with and build the capacity of town, provincial, and central government. Menu 2 and 3 should also move from jobs programs to economic development and should transition from programs that stress employment to ones that foster sustainability and a diversified economy. Ultimately, employment projects need to be brought under the jurisdiction of the state, or else they could undercut its authority. A state's government needs to regulate the economy through policy and tax both corporations and individuals' income as a means of collecting public funds to run the state.

Undercutting the local economy. Menu 1 is designed to use the most basic of tools—shovels, pick axes, hammers, wheel barrels, and so on. Since the goal of menu 1 is to rapidly employ as many men as possible, it is probably most efficient if implementing forces bring these tools along when they deploy.

Menus 2 and 3, however, should buy materials locally to avoid undercutting the economy. Buying materials locally puts currency in the economy, supports local businesses, employs more people, and is probably—in most cases—more cost effective than importing the goods, especially as larger construction projects and infrastructure development is begun. Therefore, after Menu 1, it is important to buy locally to avoid undercutting the economy.

Setting salaries too high. When creating jobs programs, it is important not to set salaries too high. It may be tempting to do this because giving laborers ample money for their time and labor is a

means of earning their favor and helping to put money in the economy. But artificially high salaries are problematic over the long haul for several important reasons.

For example, the local militias funded by U.S. forces in Iraq, the “Sons of Iraq”, were given a salary of around 300.00 USD a month, which was higher than the police or military. These inflated salaries have created several problems with disbanding the force; the members have had to face salary cuts as they were reintroduced to real wages or possible unemployment if jobs could not be found. This has caused bitterness and frustration among the members.²⁸

Therefore, it is better to set wages at an honest rate from the beginning, even if it seems low by U.S. standards. Finding the honest wage rate is not always easy. One method is to consult several local leaders to get a sense of what they charge their laborers for a day’s work. One leader may not give you the honest answer; but consulting several leaders independently could provide a range that approximates the real rate.

Internal brain drain. Another potential pitfall to watch out for is “internal brain drain.” Internal brain drain occurs when foreign nationals hire local nationals to do skilled labor—such as language translation—thus taking them out of the local economy. Often, local nations that speak English do so because they are educated and/or

²⁸ Tom Peter, “The Sons of Iraq Made Iraq Safer, What is Their Mission Now?” *Christian Science Monitor*, July 30, 2008, <http://www.csmonitor.com/2008/0730/p10s01-wome.html>; Scott Peterson, “An Uncertain Future for the Sons of Iraq,” *Christian Science Monitor*, October 3, 2008 <http://www.csmonitor.com/2008/1003/p07s02-wome.html>; CS Monitor is arguing their salaries were lower than legit police. <http://www.csmonitor.com/2008/0730/p10s01-wome.html>; Greg Bruno, “Finding a Place for the Sons of Iraq,” *Council on Foreign Relations Background*, <http://www.cfr.org/publication/16088/>, as of March 17, 2009.

have studied abroad. If these nationals are educated as doctors, lawyers, engineers, and other highly skilled laborers, hiring them to do translation will drain the local economy of their valuable skills. Brain drain can also occur accidentally when foreign nationals set wages too high (see above), thus enticing skilled laborers to become drivers or do other menial tasks in order to earn a higher salary.

Relying on local translators and other laborers is unavoidable in the early stages of a COIN. However, as occupying powers move towards SSTR and the creation of a viable state, efforts should be made to return these individuals to their trained occupations.

5. Measure of Effectiveness

In the short-term, jobs are the means, not the ends, for COIN operations. The goal in the early stages of COIN is to build rapport and trust with the population and separate them from insurgents.

The temptation with jobs programs is to use employment as the Measure of Effectiveness (MOE); however, employment is the means for strategic effects and therefore should not be the principle MOE.

The primary purpose of employing the local population is to reinforce the overall strategic goals in a COIN environment—to build rapport with the population, isolate insurgents, and strengthen the host nation’s government. Perhaps the most important MOE, therefore, would reflect the population’s trust towards U.S. forces as a presence that could better their lives over insurgents and their promises.

Measuring trust is not an easy task. MOEs for trust will most likely be qualitative and anecdotal. These MOEs are typically viewed as “soft” evidence because they cannot be quantified. Nevertheless, qualitative MOE’s are useful indicators of progress and, in an environment where perceptions, trust, rapport, and other attitudes are critical for success, qualitative metrics may be the only evidence available. The following MOEs are examples of how to measure trust in a population.

1. Populations Reporting Insurgent Activity

An example of a MOE that would measure trust and rapport building is the population’s willingness to report insurgent activity to

U.S. forces. This act reflects the population's trust in the ability of U.S. forces to protect the local population from insurgent activity, and the population's willingness to stand up to insurgents and hope for a better future.

This MOE is particularly valuable because it can be quantified. There are several ways this information can be gathered. One method is a "tips hotline," where members of the population can phone in information anonymously. Another example is a website where information can be left. Both of these methods were used in Iraq.

Qualitatively, trust can be measured by *who* is offering up information. For example, if local leaders are stepping forward and providing information on insurgents, this could signal that they no longer feel enticed or coerced by insurgents and are willing to risk shifting their loyalty to U.S. forces. It could also mean that the leader's constituents are willing to follow this decision, and are no longer on the side of the insurgents.

2. Types of Insurgents Being Captured or Killed

Another MOE could be the composition of captured insurgents; fewer amateurs—insurgents in the game for the money or for status—could be an indication of successful efforts to deter individuals from joining insurgencies for economic gain. Similarly, catching more High Value Targets could be an indirect sign of the population's support of US forces, especially if their capture is the result of tip offs from the local population.

3. Measuring Safety

As described in the previous section, providing a sense of safety amongst the population is critical for separating the population from insurgents. MOEs should therefore be developed to measure this sense of safety.

Safety MOEs need to do more than measure the absence of violence. The goal should be a greater sense of normalcy in society and hope for the future. These are some examples of MOEs that measure a population's perception of safety:

A. Kids going back to school—Parents' willingness to send their kids to school is good evidence that the population feels safe and life is returning to normal. Unfortunately, children and schools have often been targets of insurgent violence. Examples of insurgents attacking schools includes the hostage stand off in Beslan, Russia in 2004, and, more recently, Taliban attacks on school girls in Afghanistan. Parents sending their children to school signify that parents trust their children will be safe outside the home and that security forces can protect schools from insurgent attacks. This MOE is quantifiable (number of students attending class).

B. Shops opening—Similar to schools, shops and the market place are often targets of insurgents' violence aimed at coercing and controlling the population. Shops opening and staying open during regular business hours are powerful

indicators that the population feels safe and is no longer intimidated by insurgents' threats. This MOE can also be quantified (number of shops open, duration open, neighborhoods in which they are open, etc).

- C. Willingness to work with US Forces**—leaders' and the population's willingness to work with US forces could be a sign that they trust US forces to provide security and resources over and above the insurgents, and that siding with US forces will provide for a better future.

4. MOEs for SSTR and Creating a Functioning State

The MOEs for SSTR and creating a functioning state—the long term goals of COIN—should measure more than just trust, although efforts should be made to measure the population's trust and confidence towards the local and state government.

A useful resource for measuring progress in SSTR and the creation of a viable state is the Measuring Progress in Conflict Environment (MPICE) initiative. MPICE “aims to provide a baseline assessment tool for diagnosis of stabilization challenges and also a tool to measure progress from the point of intervention.”²⁹

Echoing the pillars of reconstruction, MPICE focuses on the following five institutions:

²⁹ Take from the Security and Development in a Conflict Environment Website: <http://www.sagecenter.net/node/20>, as of March 19, 2009. This work was sponsored by the Office of the Secretary of Defense, the U.S. Agency for International Development and the State Department Office of the Coordinator for Stabilization and Reconstruction, (S/CRS).

1. Political moderation and stable democracy
2. Safe and secure environment
3. Rule of law
4. Economic sustainability
5. Social well being

More information on MPICE can be found at the Security and Development in a Conflict Environment Website:

<http://www.sagecenter.net/node/20>.

Ultimately, MOEs for attacking insurgent networks are more difficult to identify and less direct than for “defeating the device,” which can be measured by number of devices detected or detonated.

COIN environments require MOEs that account for perceptions, especially of the population, and trust. These are harder variables to measure than the number of deaths, devices found, or attacks.

U.S. forces should not be bound to activities that can only be clearly measured; this will prevent the United States from developing an effective COIN strategy.

6. Assessment Questions

Overview

The purpose of these questions is to provide individuals on the ground with tools for assessing which employment projects would be the best suited for their area of operation.

The questions focus, particularly, on assessing the existing dynamics between people (the social environment) and their natural environment.

When assessing which employment projects are suitable for your AOR, it is important to keep in mind the social and natural strengths and limitations on the ground. This will help you to choose projects that are more likely to succeed and, as you move into more long term work, projects that are more sustainable and harmonious to the existing environment.

There is more than one way to answer these questions. The most obvious way is by directly asking people within your AOR, either formally (through questionnaires) or informally (through conversation). However, these direct approaches may not always be the best means or may not be possible given the security environment.

Questionnaires take time to prepare and implement; this is valuable time lost in understanding your AOR and how to engage the population. Questionnaires could also be taken as implicit promises of work that will be done. Questionnaires, therefore, may be more useful later on in a deployment.

Conversing with individuals may be difficult, particularly in the early stages of deployment and/or if the area is hostile. The population may also be reluctant to speak with the military for fear of attack from insurgents. It may also be difficult to assess whom to talk to and if individuals are answering questions in a way that is honest and reflects the views of others in the AOR.

Also, it is important to try and see the population through its own eyes, not through “American” eyes; in other words, try to understand the population on its own terms. This is no easy task but, where possible, try to understand what the population needs, not what you think they need.

Using several different methods of answering these questions at once may get around these problems. Different methods are broken down (but not exclusive to) pre-deployment and early-deployment and include:

Pre-deployment

- Media scanning—including print media, radio and television broadcast, and Internet sites and chat rooms. At the national level, *Open Source* (available online) translates print and broadcast media from around the world.
- Consulting with Other Government Agencies (OGA)—Department of State and U.S. intelligence agencies, such as the CIA, maintain databases on populations around the world. The *CIA Fact Book* (available online) offers basic information, such as a country’s ethnic makeup, GDP, and so is useful for establishing a baseline on the country of operation and possibly the AOR as well.
- Academic sources—the United States has academic experts on literally every area and every population on the globe; they are a valuable source of information. Unfortunately, not all academics are comfortable working with the military and may not be willing to share their expertise. However, academic articles and reports are readily available on the internet. *Jstor* is an online database of journal articles available in PDF format.
- NGOs—Non-Governmental Organizations are another valuable source of information on populations and environments; NGOs are usually asking the same questions about their AOR as the military. As with academics, however, NGOs are not always willing to share their information with the military. NGO websites can provide useful information. The International Crisis Group (available online) in particular, offers useful analysis of areas of conflict around the globe.

- Previously deployed forces, including Special Forces, may have useful information on your AOR.
- See appendix for a list of online data sources.

Early Deployment

- Conversation—talking with the population is essential for building rapport and learning about their wants and concerns. As stated above, however, direct conversation alone may not get you the most accurate answer to these questions.
- Observation—one of the best tools of evaluation is observation. The purpose of the below questions is to help think about important indicators of the social and natural environment. The key with observation is to know what to look for. As stated above, try to see things through the population's eyes and not "American eyes."
 - o For example, if you are trying to understand who the leaders are in your AOR and several individuals step forward claiming to be the leader, it may help to step back and watch how others treat these individuals—Whom do they greet first in a public setting? Whom do they consult to resolve problems?
 - o Another example: if you are trying to assess the electricity in your AOR: Drive around at night; are the lights off? Do you hear generators or smell diesel fuel? Do certain neighborhoods have electricity while others do not?

Finally, not all of these questions are possible to answer, particularly in the beginning of your operations. However, it may be useful to keep these questions in mind as you begin your work and, as you learn more about the social and natural environment around you, the questions should become easier to answer. This is particularly true regarding the questions about leaders and their motivations. Working with and through positive leaders, and neutralizing the bad ones, is critical for developing successful employment projects and necessary as part of a larger COIN strategy.

The questions are divided into four broad categories, with subcategories:

- Society
 - o Culture, Identity and Structure
 - o Leaders
- Vulnerabilities of Population
 - o Natural
 - o Social
- Economic Resources
 - o Existing Economy
 - o Human Resources
 - o Natural Resources
- Infrastructure
 - o Physical
 - o Technological
 - o Legal

Society

Culture, Identity and Structure of Society

1. What are the divisions in society?
 - a. Racial (visible difference, like skin color or other physical features)
 - b. Linguistic
 - c. Tribal
 - d. Religious (including sects, like Shia, Sunni, etc)
 - e. Regional origins (i.e. those that moved from other regions, or cities)
 - f. Economic/occupation (i.e. farmer, skilled laborer)
 - g. Other
2. How does the society self-identify in your area of operation?
 - a. What is the primary identity? (keeping in mind that most people have more than one identity, for example belonging to a tribe and being Muslim) Which identity do they name first?
 - b. How many different types of identities are there?
 - c. What is the “level” of these identities?

- i. Small groups within your area of operation, say around 50
 - ii. Medium groups, say around several hundred
 - iii. Large groups, too big to count easily
- 3. What is the age distribution in your area of operation?
 - a. Is there a “youth bubble” (majority between the ages of 14-30)?
- 4. What is the gender distribution?
- 5. What primary role do women play in society?
 - a. Do they mostly keep the household?
 - b. Do they work outside the home? If so, in what occupations?
 - c. Do they leave the home?
 - d. Do they produce goods that leave the home? (i.e. produce food, make rugs, clothes, etc)
- 6. What is a typical household?
 - a. How many generations live under one roof?
 - b. How many people, on average, live under one roof?

Leaders

- 1. Who are the leaders in the society?
 - a. Tribal
 - b. Religious
 - c. Insurgent
 - d. Government
 - e. Legitimate professional (i.e. doctor, teacher)
 - f. Illegitimate business (i.e. warlord or criminal leader)
- 2. How is their authority established?
 - a. Family
 - b. Cultural/religious tradition
 - c. Force/coercion
 - d. Providing for the community
- 3. What do leaders provide for their community?
 - a. Cohesion
 - b. Security

- c. Material resources
 - d. Identity
- 4. Who do people turn to to solve problems?
 - a. Are they leaders or someone else?
- 5. Which leaders are in competition with one another?
- 6. What are leaders competing over?
 - a. Territory
 - b. Resources
 - 1. Natural
 - 2. Human
 - c. Respect/power
- 7. Are these leaders connected to others outside your AOR? If so, how?
 - a. How might these outside connections affect social dynamics in your AOR?
- 8. Which leaders are allies for change?
- 9. Which leaders are obstacles to change?
- 10. Which leaders can be co-opted? How?
 - a. A position of power, for example in the government
 - b. Access to resources, including money
- 11. Which leaders, if any, can be sidelined or ignored?
- 12. How would empowering one or more leader affect social dynamics in your area of operation?
- 13. How would removing one or more leader affect societal dynamics?

Vulnerabilities of the Population

Natural

1. What are the diseases that affect the population?
 - a. Do these diseases impact the work force?
2. Are the animals diseased?
 - a. What are the diseases that affect the livestock?
3. What is the status of the water?
 - a. Is it diseased?
 - b. Do other groups control access to water?
 - c. Is water limited or abundant?
4. How healthy is the nutrition of the population?
 - a. Does lack of nutrition affect the work force?
5. Where does the population get its food?
 - a. Does it grow its own food?
 - b. Does it buy food?
 - c. Is it dependent on outside aid from
 - i. The state?
 - ii. NGOs?
 1. To what extent?
6. Does the population have easy access to outside resources?
 - a. Is the population near a waterway or near the coastline?
7. Is the population isolated geographically or does it have limited access to other areas?
 - a. Is the population isolated during certain seasons?
 - b. Do other groups control access to and from the area?

Social

1. Have atrocities been committed between groups, such as genocide, rapes, etc.?
 - a. When did these atrocities occur?
2. Does the population have political representation in the government or the leadership of the country?

3. Does the population have a means of defending itself and keeping law and order?
 - a. How many police are there relative to the population?
 - b. Are police a visible presence?

Economic Resources

Existing economy

1. What are the current forms of employment?
 - a. Agriculture, including livestock
 - b. Unskilled manual labor, i.e.
 - c. Skilled manual labor
 - d. "White collar"
2. What is the predominant form of employment?
3. What is the employment rate?
4. How are people paid? To what extent do they rely on government subsidies?
5. Is there a middle class?
6. If in a conflict zone, are there any forms of employment that have been destroyed?

Natural Resources

1. What is the climate like?
 - a. Seasons
 - b. Sun
 - c. Wind
2. Is there access to water?
3. Is the soil arable?
4. Is there pastoral land for livestock?
5. Are there harvestable natural resources?
 - a. Plant

- b. Animal
- c. Mineral

6. Are these resources renewable?

Human Resources

1. How big is the work force in absolute numbers? In percentage of the population?
2. What is the level of education of the work force?
 - a. What is the literacy rate?
3. What are the skill-sets of the work force?
 - a. Farming
 - b. Fishing
 - c. Livestock
 - d. Mining
 - e. Smithing
 - f. Tanning
 - g. Masonry
 - h. Carpentry
 - i. Milling
 - j. Reading
 - k. Writing
 - l. Computer skills
 - m. Teaching
 - n. Medical
 - o. Legal
 - p. Bureaucratic
 - q. Other

Infrastructure

Physical

1. What are the means of transportation?
 - a. Within the AOR?
 - b. Connecting the AOR with other areas?
2. What is the condition of the roads?
 - a. Do the roads offer constant access to other areas?

3. Is there electricity?
 - a. How constant and reliable is it?
4. Is there running water?
 - a. Is it potable (drinkable)?
5. Is there a sewage system?

Technological

1. Is there phone service?
 - a. Landlines?
 - b. Cell phones?
 - c. Which service is used more?
2. Were there or are there factories in your AOR?
 - a. What did/do they manufacture?
3. Are there computers in your AOR?
 - a. Who has them?
 - b. Are there Internet cafes?
4. How does the population receive information?
 - a. Newspaper/print media
 - b. Radio
 - c. Television
 - d. Internet
 - e. Word of mouth

Legal

1. Does the population have a legal code, official or unofficial?
 - a. If in a Muslim country, does the population use Shariah law? If so, for what purpose (i.e. criminal, family, etc)
 - b. Does the population engage in honor killings? Blood money?
2. Does the population have land ownership and property rights?
3. Does the population have a means of prosecuting violators of the law?

- a. Does it have judges? Lawyers?
- 4. Does the population have courthouse and jails in which to try and hold violators?

7. Employment Menus

Overview

The purpose of these employment menus is to allow US forces and other implementers to create jobs programs that can build on one another, working towards stabilization and, ultimately, a viable state. These different menus are designed in three phases:

Menu 1 aims to allow U.S. forces to quickly deploy high-labor, low-skilled, short-term forms of employment as a means of developing positive rapport and trust with the local population, engaging young men in productive work, (offering an alternative to insurgent activity), and putting currency in the economy. Menu 1 includes a wide-spectrum of possible projects—ranging from projects for urban centers to those more suitable for rural environments—that meet these criteria and that allow forces on the ground to choose the ones best suited for the needs of their area of operation. Menu 1 also buys time for U.S. forces to assess the population, the resources it has and its vulnerabilities in order to better meet its needs over the long haul.

Menu 2 aims to build on the short term projects implemented from Menu 1, but to begin the transition to local ownership and capacity building. Projects in this phase, therefore, should include projects that utilize mix-skilled and unskilled labor, that are longer term and more sustainable, and that foster local leadership. The main goal in this phase, therefore, is capacity building.

Menu 3 aims to implement fully self-sustaining economic programs, run by local governments. These programs would be based on an in-depth assessment of the local population's needs and the resources of the area. These programs should also include vocational training that develops skills necessary for higher-skilled labor. Local leaders would carry the responsibility of implementing these programs in coordination with international Government and Non-Governmental organizations, drawing on global expertise for assessment and training.

Overview of Projects by Sectors of Economy

Sectors

Below are lists of projects organized by sector, as opposed to time, which is how the menus are organized. Organizing projects this way is designed to allow the reader to see the short and long term goals of each sector.

The sectors are broken down into six categories:

- Public services
 - o The programs and personnel necessary to run and maintain public services: water, electricity, roads, healthcare, schools, public spaces.
- Agriculture
 - o Cultivating crops and livestock, including irrigation, soil maintenance, storage, and seed distribution.
- Infrastructure
 - o The development of physical structures that deliver public services: roads, buildings, sewage and water, electrical grids, communications infrastructure, etc. Public services and infrastructure go hand in hand.
- Manufacturing
 - o Gathering materials and processing them.³⁰
Manufacturing includes infrastructure (building and equipment), personnel (laborers and managers), materials to produce, and capital (money) to finance operations.
- Projects for women
 - o These projects give special consideration for ways to give women a means of providing for their families and contributing to society beyond the family in ways that are culturally adaptable.
- Natural resources
 - o The management of natural endowments—such as oil, minerals, precious metals, gems, and timber—in a way that is environmentally sound and supports the development and sustainment of good governance.

³⁰ *Guidebook for Supporting Economic Development*, p. 9.

Within each of these sectors, and in each Menu, special consideration should be given to fostering the development of local leadership and good governance, the development of social capital, and a sense of national identity. (See chapter on COIN, SSTR and a Functioning State for more.)

These six sectors, by no means, represent all of the sectors needed for a viable state. (See Chapter on COIN, SSTR and a Functioning State for more on the 10 functions of the state.) However, they represent the sectors that the U.S. military will most likely be engaging in the early stages of a COIN. Other areas, such as public finance, private investment, and so on, are vitally important to a functioning state, but should be addressed by other departments in Menu 2, such as Department of State, Justice, and Commerce.

Public Services (public services, public spaces, community places)

Short term projects

- Trash pick up programs
- Land fills
- Cleaning up vacant lots

Medium term projects

- Develop public sanitation sector in local government
- Train for public facilities maintenance programs
- Develop recycling programs
- Develop public spaces
 - o Parks
 - o Soccer pitches
 - o Bike and recreation paths
- Develop sports programs
 - o Inter-mural sports
 - o Minor leagues
 - o Children's sports teams
- Develop public transportation
 - o Local
 - o Regional

Long term goal—Eco-friendly, physically and socially healthy society

- Nature conservation
- Create a national parks system
- Health and fitness programs
- Recycling plants
- Green public transportation (urban)

Agriculture (crops and livestock)

Short term projects

- Digging irrigation canals
- Clearing fields

Medium term projects

- Fences for livestock
- Basic crop planting
- Fish farms
- Identifying and developing sustainable crops and livestock for region
- Creating co-ops for farming
- Training in farming techniques, livestock maintenance
- Seed co-op and storage
- Water storage and maintenance
- Begin to link up with food manufacturers

Long term goal—develop sustainable agriculture that feeds the population and, if possible, could be an export economy (depends on

- Partner with manufacturing for food processing
- Establishing domestic, regional, and international agricultural trade
- Establish agriculture as an academic discipline in high school, trade school, and universities

Infrastructure (roads, water/sewer, electricity, phone, public buildings)

Short term projects

- Leveling destroyed buildings
- Leveling land for roads

- Clearing brush and trees next to roads (especially in a tropical environment)
- Digging ditches for electrical wires, water and sewers

Medium term projects

- Refurbishing Schools and public buildings
- Laying cables for electricity, phone, television, etc
- Digging wells
- Water storage
- Begin urban planning (for cities)
 - o City design
 - o Green spaces
 - o Public spaces

Long term goal—eco-friendly, sustainable rural areas, towns and cities that include:

- Urban planning (scalable to community) coordinate
 - o Building roads
 - o Building bridges
 - o Building public buildings
 - o Public spaces
 - o Residential areas
- Sustainable energy sources
 - o Solar
 - o Wind
 - o Hydro
- Sustainable Water sources and maintenance
 - o Rain
 - o Springs/aquifers/lakes/rivers
 - o Desalinization
 - o Advanced sewage treatment
 - o Water storage
- Communications infrastructure that is accessible to all
 - o Wires and cables
 - o Wireless technology, if appropriate

Manufacturing (mass production)

Short term projects (via micro loans and co-ops)

- None

Medium term projects

- Restart preexisting manufacturing, such as
 - o Brick making
 - o Slaughter house
 - o Canning factories and other food production
 - o Clothes factories
- Identify sustainable manufacturing not yet developed

Long term goal—create a market economy

- Partner with private sector/ entrepreneur
- Export goods

Employing women (in a segregated society)

Short term projects

- Nothing

Medium term projects(establish co-ops)

- Cut hair
- Sewing
 - o Embroidery
 - o Clothes
- Food production
 - o Preserves
 - o Baking
- Cultural items
- Jewelry
 - o Clothes
 - o Rugs
 - o Etc

Long term goal—create employment for women that is gender-sensitive and that offers education and training opportunities, and that promotes health, and family care

- Vocational training
- Teaching
- Midwife

- Pre and post natal care
- Dentistry
- Pediatrics
- Nutrition and family planning

Natural resource

Short term projects

- Nothing

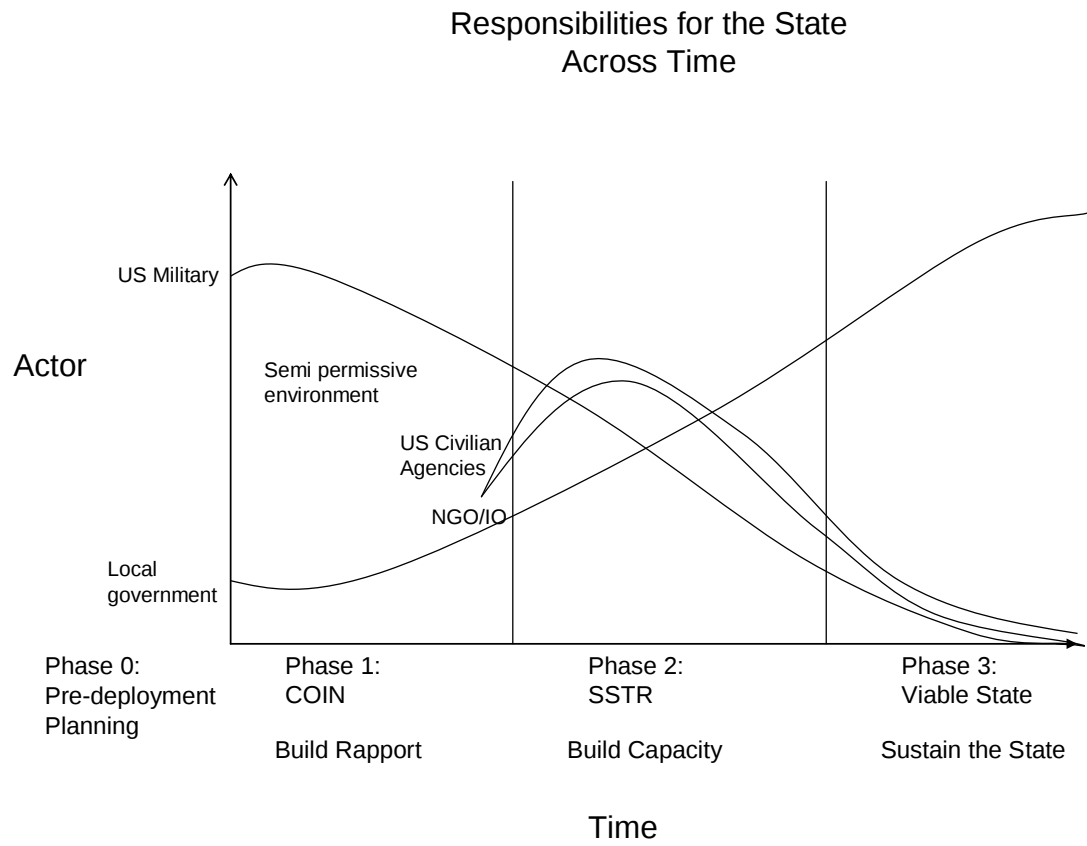
Medium term projects

- Nothing

Long term goal—develop natural resources as a tool to foster the growth and prosperity of the state and in a way that is sustainable and eco-friendly

- Timber
- Minerals
- Oil/natural gas
- Gems/precious metals
- Arable land

Visual overview of implementers across time



Responsibilities for the State Across Time							
Phase 0: Planning		Phase 1: COIN		Phase 2: SSTR		Phase 3: Viable State	
SECTOR	Public Services	Pre-Deployment Planning	- Trash pickup - Clear public spaces	- Train public servants including: leaders, teachers, bureaucrats, doctors - Develop programs for the public	Public service sector that supports population’s needs		
	Infrastructure		- Clear roads - Clear damaged buildings	- Repair infrastructure - Build infrastructure - Connect towns and capital	Sustainable infrastructure		
	Agriculture		- Clear fields - Irrigation - Assess	- Crop production - Train in best practices	Sustainable Agriculture		
	Manufacturing		Assess	- Restart previous manufacturing - Asses new manufacturing	- Export - Private finance		
	Women		Assess	Micro-finance	Vocational training		
	Natural Resources		Nothing	Assess	Develop natural resources		
		Build Rapport		Build Capacity		Sustain the State	
TIME							

Checklists to Prepare for Menus 1-3

Menu 1 Preparations		Menu 2 Preparations		Menu 3 Preparations	
Tools	Refer to Menu 1	Tools Needed: - Buy local if possible (assess feasibility during Menu 1) - Means of writing and enforcing contracts			
Funding	Non-contract funding for paying salaries (such as CERP money)	Funding: - Diminish military funding - Civilian funding (through US government, International donors, NGOs) - Based on contracts - Route through host nation's government at the federal and local level, with necessary oversight		- Host nation government, via taxes, help establish means for collection and management of public finance - Private investment – help create means for private investment, including drafting and enforcing contracts - Foreign Direct Investment (FDI) – help facilitate contacts and create the means for allowing FDI in host nation	
Population	- System for cataloging people - Creating a database	Understanding the population: - Leaders - Pre-existing government - Most vulnerable groups - Adding to population database			
Assessment	Basic understanding of terrain and population	- Assess natural resources - Assess export markets		Export Markets - Identify potential export commodities - Assess possible natural resources for export	

Checklists to Prepare for Menus 1-3 (Continued)

	Menu 1 Preparations	Menu 2 Preparations	Menu 3 Preparations
Economy		Understanding the economy: • Pre-existing economy • Labor force • Labor skills • Wages • Potential economy	
Coordination		Coordinating body (to coordinate civil-military efforts): • CMOC • PRT • CJSOTF	
Partnerships		1. Other government agencies: • State Dept (assist with building govt.) • USAID (training, complex projects) • Department of Agriculture • Department of Justice 2. NGOs/IGOs/IOs: • Educating • Mentoring • Developing specific sectors of the economy • Partnerships (see appendix for resources)	
Education/Training			Higher Education • Identify individuals, schools, finances (i.e. scholarships) for higher education for public sector maintenance, including urban planning, engineering, business, etc. • Assess existing higher education systems and potential to re-staff and revitalize their efforts (when available) Vocational Training • Specified to needs of the area • Opportunities to “training the trainer” so that vocational training can become self sufficient • Vocational training aimed at women – identify possible jobs that women could perform within the limits of the culture (Menu 3 includes list of suggestions)

Checklist to Prepare for Each Menu

Preparation for Menu 1 (pre-deployment)

Resources needed

- Tools (see Menu I for details)
- Non-contract funding for paying salaries (such as CERP money)
- System for cataloguing people and creating a database
- Basic understanding of terrain and population (pre-deployment assessment)

Preparation for Menu 2 (prepare during Menu 1)

In-field assessment (use assessment questions):

- Understanding the population
 - o Leaders
 - o Preexisting government
 - o Most vulnerable groups
- Understanding the economy
 - o Preexisting economy
 - o Labor force
 - o Labor skills
 - o Wages
 - o Potential economy
- Coordinating body (to coordinate civil-military efforts)
 - o CMOC
 - o PRT
 - o CJSOTF
- Partnerships needed
 - o Other government agencies
 - o State Department (help with building government)
 - o USAID (training, more complicated projects)
 - o Department of Agriculture
 - o Department of Justice
 - o NGOs/IGOs/IOs

- o Educating
 - o Mentoring
 - o Developing specific sectors of the economy
 - o Partnerships

(See appendix for resources on NGOs and IOs)
- Tools needed
 - o Buy local, if possible (assess feasibility during Menu 1)
 - o Means of writing and enforcing contracts
- Funding
 - o Diminish military funding
 - o Civilian funding (US Government, International Donors, NGOs)
 - o Based on contracts
 - o Route through host nation's government at the federal and local level, with oversight

Preparation for Menu 3 (prepare during Menu 2, most likely not done by the military)

- Education
 - o Higher education—Identify individuals, schools, and finances (such as scholarships) for higher education for public sector maintenance, including urban planning, engineering, business, etc.
 - o Where available, assess existing higher education systems and potential to re-staff and revitalize their efforts.
- Training
 - o Vocational training, specified to the needs of the area
 - o Opportunities to “training the trainer” so that vocational training can become self sufficient.
 - o Vocational training for women, identify possible jobs that women could perform within the limits of the culture (see list in Menu 3 for suggestions)

- Funding
 - o Host nation government, via taxes, help establish means for collection and management of public finance
 - o Private investment, help create the means for private investment, including drafting and enforcing contracts
 - o Foreign Direct Investment, help facilitate contacts and create the means for allowing FDI in the host nation
- Export markets
 - o Identify potential export commodities
 - o Assess possible natural resources for export

8. Menu 1

Short Term, Rapid Employment Projects

Menu 1 is designed to allow implementing units to rapidly employ people in their area of operation. These projects are designed to restore preexisting infrastructure that has been lost as a result of the conflict, such as fields for crops or livestock, landfills, irrigation ditches, and existing roads. Menu 1, therefore, is about starting the most basic reconstruction, more than creating new infrastructure and services that has never existed.

These projects use the most basic tools—shovels, pick axes, etc—in order to employ the most people possible, which is the goal of Menu 1. Ideally, implementing units can ship these tools over with their equipment and, together with CERP money and other non-contracted sources, these projects can be implemented within days of arriving.

Challenges

The challenge with these projects is in organizing and tracking large numbers of people. Implementers should have a plan for organizing people before deploying to expedite this process.

Goals

- Quickly deploy high-labor, low-skilled, short-term forms of employment to the population
- Use jobs programs to build rapport with the local population
- Spend as much time as possible working with the laborers to talk with them and learn about the area of operation
- Buy time to learn more about the population, its leaders, and the area of operation
- Begin planning for follow on projects
- Prepare population for next phase of projects
- Allow men to provide for their families
- Put money in the economy
- Begin to repair social capital and cooperation among different sub-groups of the population

Tools needed

- Shovels
- Pick axes
- Sledge hammers
- Hoes
- Trash bags
- Wheel barrels or carts
- Brooms/rakes
- Hammers

Funds

- CERP Money
- HCA Diminimus
- Other non-contracted sources

Overview of Projects by sector

Public Services (public services, public spaces, community places)

- Trash pick up programs
- Street cleaning
- Build land fills
- Cleaning up vacant lots

Infrastructure (roads, water/sewer, electricity, phone, public buildings)

- Leveling destroyed buildings
- Leveling land for roads
- Digging ditches for water, sewers and electrical wires

Agriculture

- Clearing fields
- Digging irrigation canals

Employing women

Nothing in Menu 1

Manufacturing

Nothing in Menu 1

Developing Natural resources

Nothing in Menu 1

Menu 1

Public Service Projects

(public services, public spaces, community places)

Public services are perhaps the easiest and most logical place to start with short term, quick-to-implement projects. Many of these projects also create the necessary preconditions for other projects in Menu 1. Most notably, restoring or building a landfill provides a space where trash, debris, and other waste can be deposited; without a landfill, most of the cleanup projects in Menu 1 cannot be completed.

These projects require very little in the way of tools and are labor intensive. Furthermore, they accomplish several tasks at once: they give men work; they provide the implementer exposure to the population; they put currency in the economy; they build social capital and they help to improve the physical and psychological conditions of the area of operation by helping to restore the population's pride in the city or town (see "Bundling the Pillars of Reconstruction" for more on this).

Restore/Build landfills

Restoring or building a landfill is a necessary first step for most of the projects in Menu 1; it provides a space where trash, debris, and other waste can be deposited. Therefore, this jobs program should be implemented first, if there is no landfill or it is in need of repair.

Tools needed

- Shovels
- Pick axes
- Hoes
- Wheel barrels or carts

Tasks to accomplish

- Find previous landfills or places where population took waste
- Assess the safety of the landfill—
 - o Is it far enough removed from town?
 - o Is it removed from water sources?

- Contain the landfill and get population to put waste in that one area

Simultaneous projects

- Clearing fields
- Digging or clearing water storage, such as ponds and reservoirs
- Trash pick up
- Street cleaning

Follow on projects (from Menus 2 and 3)

- City-run waste management programs
- Waste management education
- Composting
- Recycling education
- Recycling

Things to look out for

- Be sure the landfill is cleared of unexploded ordinances and/or land mines
- Assess the safety of the location of the landfill to make sure it is far enough away from the population and water supply

Trash pickup programs

Trash pick up programs are a low technology, high labor project. Often in a war-torn society, the government is not able or willing to provide basic public services; the removal of waste, unfortunately, is a prime example of a necessary service that is not being offered and which, if left unattended, can become a serious health concern.

Trash pick up programs—together with restoring or building a landfill—are an excellent place to start when entering an area of operation, particularly in more urban environments.

Tools needed

- Trash bags
- Brooms

- Shovels
- Wheel barrels or carts

Tasks to accomplish

- Removing trash from
 - o city streets
 - o vacant lots
 - o other public spaces

Simultaneous projects

- Creating a land fill

Follow on projects (from Menus 2 and 3)

- City-run waste management programs
- Recycling education
- Recycling programs

Things to look out for

- Have a place to take the garbage, such as a landfill
- Be sure that unexploded ordinances and/or IEDs are not in the trash and thus endangering the population
- Try to foster a sense of local ownership of the trash pickup, encouraging people to take pride in their town or city.

Street cleaning

Street cleaning projects can be implemented in coordination with trash pick up programs, and focus more specifically on removing rocks, sand and dirt.

Tools needed

- Brooms
- Shovels
- Trash bags
- Wheel barrels or carts

Tasks to accomplish

- Removing debris from streets, and removing dirt and sand from streets, if streets are paved
- Clearing streets of weeds and other plants

Simultaneous projects

- Trash pick up
- Creating a landfill
- Road repair and leveling (see Infrastructure in Menu 1 below)

Follow on projects (from Menus 2 and 3)

- Road construction (see Menu 2)
- City-run waste management programs
- Recycling education
- Recycling programs

Things to look out for

- Be sure roads are cleared of unexploded ordinances and/or land mines

Cleaning up vacant lots

Vacant lots often become de facto dumps, especially in environments where public services are minimal. Cleaning up vacant lots, therefore, is not only wise from a public health and safety perspective, but sends a positive message that a governing authority is providing services and caring for the population.

Tools needed

- Shovels
- Pick axes
- Hoes
- Wheel barrels or carts

Tasks to accomplish

- Removing debris from existing ditches (see project on developing land fills for where to move debris)
- Clearing ditches of weeds and other plants
- Leveling ditches for better irrigation

Simultaneous projects

- Clearing fields for crops or livestock
- Digging or clearing water storage, such as ponds and reservoirs
- Creating a land fill

Follow on projects (from Menus 2 and 3)

- City-run waste management programs
- Recycling education
- Recycling programs
- Developing public spaces, like parks and sports fields

Things to look out for

- Be sure the lots are cleared of unexploded ordinances and/or land mines

Menu 1

Infrastructure

(roads, water/sewer, electricity, phone, public buildings)

Similar to basic public service projects, projects aimed at reestablishing the area of operation's basic infrastructure is a natural place to begin working with the population to better their lives and build rapport.

These projects are aimed to pave the way for rebuilding infrastructure, such as roads, sewage, public buildings, and the electrical grid by first clearing areas, leveling ground, and digging ditches. These projects use simple equipment and rely on manpower.

Similar also to most of the projects in menu 1, these projects offer an implicit promise of “follow on” development—the construction of roads, public buildings like schools, irrigation, sewage systems and so on. Therefore it is important to begin planning “follow on” projects immediately in order to deliver on these implicit promises and continue to keep the population's trust.

Leveling destroyed buildings

Burned or bombed out buildings, if left untouched, stand as a reminder of the conflict and the lack of normalcy in the area of operation. Leveling destroyed buildings, therefore, not only provides work and paves the way for the construction of new buildings, it also sends a powerful message to insurgents—that life is getting back to normal and the state is providing for the population.

Tools needed

- Shovels
- Pick axes
- Sledge hammers
- Wheel barrels or carts

Tasks to accomplish

- Demolishing partially destroyed buildings

- Recycling salvageable materials for reconstruction, like bricks, etc
- Removing debris of buildings (see project on developing land fills for where to move debris)
- Leveling the ground for new construction

Simultaneous projects

- Creating a land fill

Follow on projects

- Constructing new public buildings

Things to look out for

- Check the structural integrity of buildings before demolition begins to avoid injury from collapsing buildings
- Check for unexploded ordinances and/or land mines
- Be ready to follow this project with construction, or the creation of public spaces, such as parks, soccer pitches, etc, which are listed in Menu 2

Leveling land for roads

Roads are important for several areas of COIN and SSTR: they allow for goods and people to move in and out of areas, stimulating the economy and even the flow of information; they also connect villages to cities and cities to the capital, making governance and security easier. Reconstructing and building roads, therefore, is another excellent place to begin in a COIN environment because it “bundles” several pillars of reconstruction together. (See chapter on COIN, SSTR, and a Functioning State for more details.)

Tools needed

- Shovels
- Pick axes
- Sledge hammers
- Hoes
- Wheel barrels or carts

Tasks to accomplish

- Removing debris from existing roads(see project on developing land fills for where to move debris)
- Leveling roads

Simultaneous projects

- Creating a land fill

Follow on projects

- Creating more sustainable roads that include water drainage and paving, where appropriate

Things to look out for

- Be sure the roads are cleared of unexploded ordinances and/or land mines
- Time the leveling of roads for after the rainy season

Digging ditches for electrical wires, water and sewers

Similar to digging ditches for irrigation (see agriculture section), ditches are also important for delivering water to residential areas and for sewers. In more urban areas, electricity and phone cables can also be run through ditches. Digging ditches, therefore, can serve a number of purposes.

Establishing effective sewage systems, together with safe drinking water, is one of the most important services a government can provide its population. Unfortunately, these basic services can also be challenging to provide, especially in urban areas. Nevertheless, basic ditches can be an important start for improving water supply and sewage removal.

Tools needed

- Shovels
- Sledge hammers
- Pick axes
- Hoes
- Wheel barrels or carts

Tasks to accomplish

- Removing debris from existing ditches (see project on developing land fills for where to move debris)
- Clearing ditches of weeds and other plants
- Leveling ditches for better water flow

Simultaneous projects

- Digging or clearing water storage, such as ponds and reservoirs
- Creating a land fill
- Establishing sewage run-off systems

Follow on projects

- Developing more sophisticated forms of water storage
- Developing sewage treatment facilities

Things to look out for

- Be sure the ditches are cleared of unexploded ordinances and/or land mines
- Time the clearing of ditches for after the raining season
- Coordinate this project with water storage, creating a landfill, and establishing sewage run-off areas

Menu 1

Short term agriculture projects

In the short term, helping to restart a local economy's production of agriculture (farming and livestock) is very important. In non-urban environments, farming is a skill that most people possess and can quickly be put to use. Farming and livestock also provide food for local communities and the potential, in the long run, for export to other areas in the country and abroad, contributing to a market economy.

Included below are two short term projects that help pave the way for the development of the agriculture sector.

Clearing fields for crops/livestock

Virtually all non-urban environments will have some form of crop production. This project is designed to begin recapturing fields that have not been used or are in need of clearing for a new harvest.

If your area of operation does not have a tradition of planting crops, do not plan on clearing fields for crop production.

The population may not plant crops for good reasons, such as lack of water, or unarable soil. In cases like this, fields can still be cleared of major debris, but they may be more suitable for livestock or for other communal purposes. In extreme cases, the land may not be suitable for either crops or livestock. In this case, try other projects from menu 1.

Clearing fields for agriculture provides an implicit promise—that the land is going to be used for a purpose, such as planting crops or maintaining livestock. Therefore, if you begin clearing fields, immediately begin to assess materials needed for planting crops or keeping livestock, which are in menu 2.

Tools needed

- Shovels
- Pick axes

- Hoes
- Wheel barrels or carts

Tasks to accomplish

- Removing debris from fallow fields (see project on developing land fills for where to move debris)
- Clearing fields of weeds and other plants for crop production. Leave edible plants if clearing field for livestock
- Leveling fields for better irrigation or providing irrigation for livestock (see project on digging irrigation ditches)
- Manually tilling soil for planting crops

Simultaneous projects

- Digging or clearing irrigation ditches
- Digging or clearing water storage, such as ponds and reservoirs
- Creating a land fill

Follow on projects

- Planting crops
- Building fences to maintain livestock
- Developing more sophisticated forms of irrigation and water storage

Things to look out for

- Be sure that fields are cleared of unexploded ordinances and/or land mines
- Time the tilling of soil after the raining season to avoid soil erosion
- Coordinate this project with digging irrigation canals and creating a landfill
- Be ready to follow on this project with planting crops or maintaining livestock, which are listed in Menu 2

Digging irrigation canals

Digging irrigation canals should occur simultaneously with clearing fields for crop production or livestock. Unless your area of operation

receives ample rainfall to water crops and livestock, such as a tropical environment, water is necessary to maintain agriculture.

In the initial stages of population engagement, try to recover lost methods of irrigation or improve on existing ones. Use this initial project to learn more about crops, livestock, and existing methods of water storage. Use this knowledge to develop the next stage of projects, in menu 2.

Tools needed

- Shovels
- Pick axes
- Hoes
- Wheel barrels or carts

Tasks to accomplish

- Removing debris from existing ditches (see project on developing land fills for where to move debris)
- Clearing ditches of weeds and other plants
- Leveling ditches for better irrigation

Simultaneous projects

- Clearing fields for crops or livestock
- Digging or clearing water storage, such as ponds and reservoirs
- Creating a land fill

Follow on projects

- Planting crops
- Building fences to maintain livestock
- Developing more sophisticated forms of irrigation and water storage

Things to look out for

- Be sure the ditches are cleared of unexploded ordinances and/or land mines
- Time the clearing of ditches for after the raining season
- Coordinate this project with water storage and creating a landfill

- Be ready to follow on this project with planting crops or maintaining livestock, which are listed in Menu 2.

9. Menu 2

Capacity Building, Mix-Skilled Projects

Menu 2 aims to build on the short term projects implemented from Menu 1, and to begin the transition to local ownership and capacity building. Programs in this phase, therefore, should include projects that utilize mix-skilled and unskilled labor, that are longer term and more sustainable, that foster local leadership, and that rely more on the local economy for resources and building materials.

The main objective in this phase, therefore, is capacity building in leadership, governance and the economy.

Goals

- Build on the short term projects implemented from Menu 1
- Implement projects that
 - o mix skilled and unskilled labor
 - o are longer term and more sustainable
 - o foster local leadership
- Begin to buy materials and equipment needed locally
- Begin the transition to local ownership and capacity building
- Continue to develop social capital and a sense of community and national identity

Challenges

The main challenge in Menu 1 was quickly organizing and registering workers. Menu 2 presents new challenges. The implementer needs:

- More materials
- More capital and more sources of funding
- Partnership with other government agencies and NGOs
- Partnership with local leaders
- Better knowledge of the population
- An understanding of the economic opportunities and challenges in the AOR.

Menu 1 aimed to buy time for the implementer so that he or she could get this information and have a sense of whom to work with and how to build capacity in the AOR. This is now the primary task in Menu 2.

In order to build capacity in the area of operation, the military will need to begin partnering with other government entities, such as Department of State and USAID, and with NGOs and International Organizations. Bringing more actors into the mix presents a major challenge for coordination and unity of effort. If possible, the military should continue to lead coordinating efforts in the beginning of this stage, preparing the way for handing responsibility off to other agencies. There are at least three different entities that can coordinate military and civilian efforts to build capacity.

- **Civil-Military Operation Center (CMOC)**—a CMOC aims to coordinate and deconflict operations and to share information between the military, civilian agencies. Where possible, CMOCs should be taking the information that troops on the ground supply about the area of operation and helping to identify NGOs, IOs and US government resources that would help build capacity in the area of operation.
- **Provincial Reconstruction Teams (PRTs)**—In Afghanistan and Iraq, PRTs were created to fuse together civilian efforts towards building governance and economics with security forces provided by US and NATO/Coalition troops. PRTs, therefore, aim to bundle the pillars of reconstruction together to strengthen society and defeat insurgents. As with CMOCs, PRTs should be taking the information that troops on the ground supply about the area of operation and helping to identify NGOs, IOs and US government resources that would help build capacity in the area of operation.
- **Combined Joint Special Operations Task Force (C-JSOTF)**—The C-JSOTF aims to coordinate special forces operations—both kinetic and non-kinetic—in order to strengthen the host nation and defeat insurgents. The C-JSOTF should have the capacity to take the information operators on the ground supply about the area and help to identify resources that would help build capacity in the area of operation.

In addition, and simultaneous to, coordinating efforts between US and other international efforts on the ground, the goal in Menu 2 should be to build local capacity.

Building local capacity requires two primary tasks: working with local leaders to build governance and ownership of projects; and drawing from the local labor, material, and (to a lesser extent) capital to create and reinforce sustainable development.

Not all of the projects in Menu 2 will be appropriate for all areas of operation. It is important to use the knowledge acquired in the area of operation to appropriately tailor projects to the needs and resources of the population.

Menu 2 should pave the way for the implementer to hand off the development of a fully functioning state to local leaders, which is the long-term goal of Menu 3.

Tools and resources needed

Light equipment (buy through local sources)

- Shovels
- Pick axes
- Sledge hammers
- Hoes
- Trash bags
- Wheel barrels or carts
- Brooms/rakes
- Hammers
- Sewing machines

Heavier equipment (contract through local sources)

- Construction equipment
- Farming equipment
- Food manufacturing equipment

Funds

- Local funds (where possible)
- NGOs/IOs
- US Government development money (USAID)

Overview of Projects by sector

Public services

Develop public sanitation sector in local government

- Train for public facilities maintenance programs
- Develop recycling programs

Develop public spaces

- Parks
- Soccer pitches
- Bike and recreation paths

Develop sports programs

- Inter-mural sports
- Minor leagues
- Children's sports teams

Develop public transportation

- Local
- Regional

Infrastructure

Refurbish Schools and public buildings

Lay cables for electricity, phone, television, etc

Dig wells

Develop water storage

Begin urban planning (for cities)

- City design
- Green spaces
- Public spaces

Explore alternative energy

Agriculture

Fences for livestock

Basic crop planting

Fish farms

Identify and develop sustainable crops and livestock for region

Create co-ops for farming

Train in farming techniques, livestock maintenance

Seed co-op and storage

Water storage and maintenance

Begin to link up with agriculture with food manufacturers

Manufacturing

Restart preexisting manufacturing

- Brick making
- Slaughter house
- Canning factories and other food production
- Clothes factories

Identify sustainable manufacturing not yet developed

Projects for women

Sewing

- Embroidery
- Clothes

Cut hair

Food preserves

Cultural items (Rory Stewart)

- Jewelry
- Clothes
- Rugs
- Etc

Natural Resources

- Nothing

Menu 2

Public Services

In Menu 1, public services, such as collecting trash and building landfills, was a quick and easy way to employ men and begin building rapport with the population.

The public service projects in Menu 1, however, need to be advanced into more sustainable projects in order for them to be effective over the long haul. This requires at least three changes in the area of operation.

First, the local government needs to assume responsibility of public services; these are some of the most basic services that they can provide the population and begin to fulfill the “social contract” between the government and its people. (See the chapter on COIN, SSTR and a Functioning State for more on the Social Contract).

Second, the population needs to assume a greater role in the maintenance of its village or city and develop a sense of community and social responsibility; this does not occur naturally but, rather is the product of education and developing social capital (See the chapter on COIN, SSTR and a Functioning State for more on Social Capital).

Third, the means of providing and maintaining public services needs to develop further. Rather than have hundreds of men gather garbage by hand on a daily basis, garbage should be consolidated in collection points by the population and then gathered by city employees that manage the city’s waste.

Menu 2 moves towards these development goals by building capacity of local government, providing public education on responsibilities and maintenance of public space, and developing more sustainable and efficient forms of public services.

To achieve this transition, the military will need to work with other government agencies, NGOs and IOs, and to partner with local

leadership. Jobs programs will need to be supplemented with training and education to further refine skills. NGOs and other government agencies, like USAID, should provide the resources and expertise to train the workforce.

1. Develop public sanitation sector in local government

Public sanitation is a challenge in any urban environment; this challenge is even greater in a post conflict environment where services and government have been weakened or destroyed.

However, public sanitation is also one of the most important services a government can provide its people and is essential for health and quality of life.

Menu 2 should continue to maintain the high-labor, low technology sanitation projects (maintain landfills, trash pick up, street cleaning) while training the local population to subsume these responsibilities. The focus in menu 2 therefore is on training and capacity building of leadership.

Menu 2 should also focus on more tightly coordinating infrastructure development (the next sector below) with public services. This approach pairs physical infrastructure with the goods and services they delivered and develops the leadership necessary to maintenance both.

2. Train for public facilities maintenance programs

Tools needed

- Partnership with government agency or NGO to teach best practices in management of
 - o Waste (garbage) including landfills
 - o Sewage
 - o Water
 - o Electricity

Tasks to accomplish

- Transition temporary public service jobs in menu 1 to more efficient public service jobs
- Build capacity in local government to run public services
- Educate public on conservation and sanitation practices

Simultaneous projects

- Developing infrastructure
- Begin urban planning (in cities)

Follow on projects (Menu 3)

- Urban planning
- Alternative sources of energy (see Menu 3)

Things to look out for (See Chapter on Things to Look Out For, for more information)

- Perverse incentives—projects that allow the population to develop bad habits, like throwing garbage in the streets because they know someone will pick it up.
- Diminishing returns—projects that require a lot of effort initially (like clearing vacant lots) but then require less and less labor.

3. Develop recycling programs

Recycling programs not only encourage a local population to care for its resources and surroundings, but could also—in the long run—be a source of revenue through export to countries seeking recycled materials, like China.

Recycling programs should begin with collection and sorting centers. *If implementing recycling programs, it is important to first assess the possibility of exporting recycled materials or developing recycling plants in country (these projects occur in Menu 3).*

When implementing recycling programs, it is also important to assess the preexisting methods of recycling in the population; these practices may not look like recycling in the west. For example, central European countries recycle bottles whole and empty bottles are

exchanged when new beverages are purchased. Disrupting a system like this would be counterproductive.

Tools needed

- Partner with NGOs to
 - o Teach best practices in recycling
 - o Build recycling collection facilities

Tasks to accomplish

- Develop programs for collecting recycled materials
- Educate population on importance of recycling
- Identify partner countries to recycle materials collected or possibility of building recycling plants domestically

Simultaneous projects

- Build recycling collection centers
- Developing infrastructure
- Begin urban planning (in cities)
- Waste management

Follow on projects (Menu 3)

- Build recycling plants
- Export recycled materials

Things to look out for

- No place to sell/ship recycled materials

4. Public transportation

Public transportation exists in virtually every village, city and metropolis around the world. Public transportation could include anything from a push cart (to carry heavy items) to rickshaws, to motorcycles, to buses and trains.

Like most public services in times of internal conflict and/or weak government, populations tend to self-organize public transportation. As governments begin to restore order to society, these unofficial

services need to be brought under government supervision to allow for regulation and taxation.

Rather than disband the existing system, implementers should try to work with local leaders to bring these services under government control. In fact, the leaders of these self-organized services are often a good place to look for natural leaders to recruit for the government.

Bringing unofficial services under the control of the government is not easy. The government needs to come up with a combination of incentives and punishments to persuade suppliers to come under government control. Incentives could include subsidized fuel or other similar perks. In the short run, the government will most likely have to deficit-spend in order to officialize public transportation.

Tools needed

- Method of licensing and enforcement
- Capital for subsidies
- Other resources like fuel, auto parts, etc.

Tasks to accomplish

- Identify local leaders in public transportation and bring them into the government, if possible
- Begin to license vehicles and drivers

Simultaneous projects

- Traffic police (see below)
- Law and order
- Governance
- Infrastructure development

Follow on projects (Menu 3)

- Regulating and taxing public transportation sector

Things to look out for

- Alienating participants/population in existing unofficial transportation

5. Traffic cops

Employing traffic police, especially in bigger cities and urban areas, is a means of showing the government's presence, establishing order, and employing men. Traffic cops perform a narrower function—directing traffic and writing citations—they therefore should require less training than full blown police. However, they also perform an important function and help to bring order to society.

Tools needed

- Uniforms
- Training
- Method of registering laborers
- Method of writing citations and enforcing them
- Method of collecting fines

Tasks to accomplish

- Train men to direct traffic and issue citations
- Show presence of government in society
- Build capacity in law and order, and in governance

Simultaneous projects

- Regulating public transportation
- Building capacity in government

Follow on projects (Menu 3)

- Eco-friendly forms of public transportation

Things to look out for

- Corruption (police taking kickbacks)

6. Sports programs

Public services should include a wide array of programs that better the quality of life for the population. Sports programs are an easy way to provide recreation for the population and while do so, promote health and fitness and build social capital. (See Chapter on COIN,

SSTR, and a Function State for more on social capital). Examples of sports programs include:

- Children's sports teams (like little league in the US)
- Inter-mural sports (recreation for adults)
- National leagues (between cities and countries)

Furthermore, national sports teams and regional competitions, like soccer matches, are an excellent way to build national identity and pride. Sports programs, therefore, serve a multitude of purposes useful for rehabilitating society after internal conflict.

Tools needed

- Program coordinator
 - Method to organize teams
- Identify coaches
- Basic uniforms
- Sports equipment
- Sports fields
- Partnership with NGO/IO to supply resources

Tasks to accomplish

- Publicize program
- Build teams
- Hold matches
- Publicize results

Simultaneous projects

- Build sports fields (see infrastructure)

Follow on projects

- National leagues
- National sports competitions

Things to look out for

- Do not build teams along ethnic, religious, racial or any other sub-identities that would divide society

7. Begin urban planning (for cities)

All of the above efforts and the development of infrastructure (see below) need to be coordinated in order to be effective over the long haul. The field of urban planning aims to coordinate efforts like infrastructure development, goods and services, housing, green spaces, commercial zones and so on. Therefore, it is important that individuals in the population receive education on urban planning in order to help coordinate the many efforts of rebuilding and developing the area of operation. In the short term, this task could be accomplished by mentoring individuals interested in this field. In the long term, efforts should be made to educate individuals on urban planning through university programs and by providing scholarships to make this education possible.

Tools needed

- Partnering with NGOs/IOs/universities abroad that think about urban planning

Tasks to accomplish

- Identify individuals in population that have interest and potential in urban planning. Such individuals may have useful prior training such as
 - o Architects
 - o Engineers
 - o Construction workers
- In the near term, partnering with entities that can mentor in urban planning
- In the long term, establish scholarships for individuals to receive university level education in urban planning

Simultaneous projects

- Infrastructure development
- Agriculture development

Follow on projects (menu 3)

- Public services
- Infrastructure
- Agriculture
- Use and maintenance of natural resources

Things to look out for

- Empowering individuals that have personal ties to companies that would profit from development, such as construction firms

Menu 2 Infrastructure

Physical infrastructure includes things like roads, bridges, power grids, sewage systems, waterways, public buildings and so on—it is the physical structure through which goods and services are provided to the population. As such, the development of infrastructure should be paired with public services, which manages the delivery and removal of goods and services, such as water, sewage, garbage and so on.

Developing physical infrastructure alone is likely to be counterproductive in a COIN environment. Without the services they deliver and the people to manage and maintain both the services and the infrastructure, the facilities developed will likely fall into disrepair. This should be avoided because it makes the government look incapable of providing for the population and is likely to create frustration and resentment.

As with all projects in Menu 2, the infrastructure projects focus on building capacity. These projects, therefore, begin to draw on a wider range of labor skills. Wherever possible, the projects should rely on local labor, including the use of engineers, architects and so on. The projects should also rely on local materials where possible. The projects are organized from least to most complex.

1. Develop public spaces

Public spaces, such as parks and sports fields, may seem like a low priority when faced with the daunting task of rebuilding a government and society in a post conflict environment. However, developing public spaces performs several important functions simultaneously. First, they are a visible sign of the government at work, providing for the population. Second, they offer places where the population can meet and interact, creating the conditions for building social capital and a sense of community (see the chapter on COIN, SSTR, and a Functioning State for more on social capital). Finally, they provide the space for recreation, which is an important aspect of life and a sign that life is returning to normal—people shopping at the market, children playing sports, families picnicking in the park. Developing

public spaces, therefore, is important for the restoration of society and the state.

Examples of public spaces that could be developed in Menu 2 include:

- Parks
- Soccer pitches
- Bike and recreation paths
- Market places (Souq)

Tools needed

- Shovels
- Pick axes
- Hoes
- Wheel barrels or carts
- Lumber
- Concrete
- Rock (masonry)
- Fencing
- Plants (where appropriate)
- Goal posts and other sports equipment

Tasks to accomplish

- Rebuild existing market places, parks, public spaces
- Identify future sites to develop into public spaces, such as lots with demolished buildings

Simultaneous projects

- Public service projects, especially sports programs
- Building government capacity to manage public spaces
- Trash pick up programs (from Menu 1)

Follow on projects (Menu 3)

- Urban planning (in cities)
- Green spaces
- National parks
- Wildlife preserves

Things to look out for

- Develop public spaces that are consistent with the local vegetation and water supply. For example, most Americans are used to playing sports on grass fields. In Iraq, however, most of the local soccer fields are bare dirt. In the latter case, creating a park would involve removing trash, rocks and other debris and leveling the field; turf would not be planted.
- Identify the public spaces that matter most to the population and where *all* sectors of society interact. The market place, for example, is a common public space where people mingle in the Middle East.

2. Refurbishing schools and public buildings

COIN and SSTR programs often begin by refurbishing or building schools and developing health clinics. These two pursuits, while noble, present serious problems with sustainability.

Rather than begin with schools and health clinics, this manual proposes that schools, health clinics and other government run and maintained buildings be refurbished and developed in Menu 2, not Menu 1. Tackling these bigger projects in Menu 2 allows for several important things to happen first. During Menu 1, implementers can gain a sense of the local leadership and bring them on board for these projects, providing the opportunity to build leadership, decision-making, budgeting, and project management. Implementers can also gain a sense of the local population's needs, in addition to the resources available for construction and requirements for sustaining buildings in the area's climate. Finally, implementing these projects during Menu 2 also buys time for the implementer to assess the availability of local staff necessary for running schools and clinics, and to begin partnering with NGOs and IOs to train the necessary personnel; without teachers, doctors, nurses and administrators, these buildings will not deliver their promise of education, health care and other public services.

Schools, clinics and other public services are essential for a healthy functioning society, but they are better undertaken after some knowledge is gained of the area of operation.

Tools needed

- Light equipment (buy through local sources)
 - o Shovels
 - o Pick axes
 - o Sledge hammers
 - o Hoes
 - o Trash bags
 - o Wheel barrels or carts
 - o Hammers
 - o Lumber
 - o Concrete
 - o Other construction material
- Heavier equipment (contract through local sources)
 - o Construction equipment
- Method of creating and enforcing contracts
- Partner with NGOs/IOs that focus on schools and clinics
 - o Training
 - o Equipment, such as books, desks, medical equipment, etc.

Tasks to accomplish

- Partner with local contractors to build capacity in the construction industry
- If possible, buy equipment and materials locally to support the local economy
- Partner with local government to create and enforce contracts
- Refurbish public buildings

Simultaneous projects

- Train teachers, doctors, administrators, etc. to run public facilities
 - o Partner with NGOs/IOs to accomplish this

Follow on projects (Menu 3)

- Curriculum development
- Train women to teach women's health, prenatal and postnatal care, family planning, and nutrition

Things to look out for

- Refurbishing buildings without the staff capable of running facilities (like teachers, doctors, etc)
- Creating medical clinics that are unsustainable because of equipment or expertise

3. Develop/improve sewage systems, lay cables for electricity, phone, etc.

Menu 1 included digging ditches for irrigation (in fields) and for water, sewage, and laying cables (in more urban areas) as a useful initial project when first assuming one's area of operation.

Menu 2 puts these ditches to use, beginning the process of establishing or reestablishing sewage systems, water, electricity, and so on.

As with all the projects in menu 2, the purpose of these projects is to build capacity while providing jobs and services to the population. Developing these infrastructure should therefore be paired with building capacity in governance (see section above on public services) and helping to develop local industry relating to construction.

Tools needed

- Light equipment (buy through local sources)
 - o Shovels
 - o Pick axes
 - o Sledge hammers
 - o Hoes
 - o Trash bags
 - o Wheel barrels or carts
 - o Hammers

- Heavier equipment (contract through local sources, if possible)
 - o Construction equipment
- Method of creating and enforcing contracts
- Partnering with Army Corp of Engineers, Seabees, and other organizations that can do infrastructure development

Tasks to accomplish

- Partner with local contractors to build capacity in the construction industry
- If possible, buy equipment and materials locally to support the local economy
- Partner with local government to create and enforce contracts
- Develop infrastructure for sewage, water, electricity, etc.

Simultaneous projects

- Develop public services sector
 - o Train leaders

Follow on projects (Menu 3)

- Urban planning
- Alternative sources of energy
- Water conservation
- Wireless technology

Things to look out for

- Developing the wrong level of technology appropriate for the needs of the population and their ability to maintain it

4. Roads/Bridges/Tunnels

As mentioned in Menu 1, roads serve several important purposes for fighting insurgencies, stabilizing societies, and creating a viable state: they allow for goods and people to move in and out of areas, stimulating the economy and even the flow of information; they also connect villages to cities and cities to the capital, making governance and security easier. Reconstructing and building roads, therefore, is

essential for transition an area from insurgent stronghold to functioning state.

Menu 1 initiated basic programs aimed at laying the foundation for the construction of roads, bridges, and tunnels by leveling land and removing major debris by hand.

Menu 2 should build on these initiatives to construct more permanent roads. Depending on the climate, geography, size and needs of the population, and the level technology, these roads could range from packed dirt to asphalt. The goal should be to construct roads that are accessible through four seasons and that do not wash away in the rainy season.

As with all projects in Menu 2, the goal should be to build capacity in local governance and the construction sector *while* developing better roads.

Tools needed

- Lighter equipment
 - o Shovels
 - o Pick axes
 - o Sledge hammers
 - o Hoes
 - o Trash bags
 - o Wheel barrels or carts
 - o Hammers
- Heavier equipment (contract through local sources, if possible)
 - o Construction equipment
- Method of creating and enforcing contracts
- Partner with Army Corp of Engineers, Sea Bees, or other NGOs/IOs to mentor and build capacity on best practices while constructing roads

Tasks to accomplish

- Partner with local contractors to build capacity in the construction industry

- If possible, buy equipment and materials locally to support the local economy
- Partner with local government to create and enforce contracts
- Develop roads bridges and tunnels and means of maintaining them

Simultaneous projects

- Develop public services sector
 - o Train leaders

Follow on projects (Menu 3)

- Urban planning
- National transportation
- Road maintenance

Things to look out for

- Developing the wrong level of technology appropriate for the needs of the population and their ability to maintain it

Menu 2 Agriculture

Menu 1 set the stage for reestablishing the agriculture sector in one's area of operation. Menu 1 stressed that, in non-urban environments, farming is a skill that most people possess and can quickly be put to use. Farming and livestock also provide food for local communities and the potential, in the long run, for export to other areas in the country and abroad, contributing to a market economy.

Menu 1 began with clearing fields to prepare them for planting crops and digging irrigation canals to supply water to fields.

Menu 2 builds on these initial projects to begin cultivating crops and livestock.

As with all projects in Menu 2, the goal should be to build capacity in the farming community *while* planting crops and cultivating livestock. One possibility is to help develop farming co-ops that allows farmers to self organize and share resources necessary for farming and livestock, including equipment, crop storage, feed storage, and so on. (See Micro-finance According to Muhammad Yunus) for how to build a co-op)

1. Planting Crops

When planting crops, it is important to have an understanding of the local conditions, such as the soil and water, and the needs and skills of the population. Not all crops are appropriate for all areas. Some crops require more water and maintenance than others do; some require more work to process and store (such as grains) than others do, and some crops may be over produced in certain regions.

Local farmers will have a sense of what has been farmed in the past; this is an important place to start. However, farmers may not always have perfect knowledge of their own environment and its limitations. Therefore, it is important to augment this knowledge with expertise from NGOs and IOs that specialize in crop cultivation. This is best done through partnering with agricultural focused NGOs/IOs during Menu 2.

Tools needed

- Partnering with NGOs/IOs that specialize in agriculture
- Lighter equipment
 - o Shovels
 - o Pick axes
 - o Sledge hammers
 - o Hoes
 - o Wheel barrels or carts
 - o Hammers
- Heavier equipment (contract through local sources, if possible)
 - o Farming equipment (if appropriate)
- Draft animals (if appropriate)
 - o Pull plows

Tasks to accomplish

- Build organization of farmers in the area, possibly through co-ops (See Micro-finance According to Muhammad Yunus for how to build a co-op)
- Cultivate crops that are needed and appropriate for the area of operation
- Partner with NGOs/IOs to mentor in best practices for crop cultivation

Simultaneous projects

- Crop storage
- Livestock

Follow on projects (Menu 3)

- Seed storage
- Food manufacturing
- Develop export market

Things to look out for

- Planting redundant crops
- Planting crops that are inappropriate for the climate and labor force

2. Irrigation and water maintenance

Menu 1 included clearing existing irrigation canals and digging new ones as a basic project to employ men and pave the way for planting crops.

Menu 2 should continue to develop and maintain irrigation for agriculture. In this phase, more effort should be placed on water maintenance, developing reservoirs for storing water, and maintaining irrigation canals.

As with menu 1, these projects should remain low tech and high labor in this phase. Digging wells and more sophisticated forms of irrigation is better developed in the next stage.

The implementer should also consult NGOs and IOs that focus on water maintenance to improve local practices. As with all projects in Menu 2, the implementer should also work on building local capacity, helping to develop local companies that deal in water storage, digging ditches, and so on.

Tools needed

- Light equipment (buy through local sources)
 - o Shovels
 - o Pick axes
 - o Sledge hammers
 - o Hoes
 - o Trash bags
 - o Wheel barrels or carts
 - o Hammers
 - o Lumber
 - o Concrete
 - o Other construction material
- A means of generating and enforcing contracts (for local companies)

Tasks to accomplish

- Maintain irrigation ditches dug
- Dig new ditches where needed
- Create water storage facilities, such as reservoirs

Simultaneous projects

- Planting crops
- Livestock

Follow on projects

- Digging wells for irrigation
- More complex forms of water storage

Things to look out for

- Diverting water that is needed for other areas, such as for human consumption

3. Crop storage

For most crops, farmers need some form of storage to keep food after harvest. Often times, these storage facilities are run as a co-op, where several farmers maintain a communal storage facility in which they can collectively store and maintain their harvests.

As with the development of crops and livestock, combining knowledge and practices of local farmers with NGOs and IOs should produce practices in crop storage that is appropriate for the climate and needs of the population as well as practices that are efficient and productive.

Tools needed

- Light equipment (buy through local sources)
 - o Shovels
 - o Pick axes
 - o Sledge hammers
 - o Hoes
 - o Trash bags
 - o Wheel barrels or carts
 - o Hammers
 - o Lumber
 - o Concrete
 - o Other construction material

- Heavier equipment (contract through local sources)
 - Construction equipment
- Partner with NGO/IO for best practices in crop storage

Tasks to accomplish

- Build organization of farmers in the area, possibly through co-ops (See Micro-finance According to Muhammad Yunus for how to build a co-op)
- Partner with NGOs/IOs to mentor in best practices for crop storage

Simultaneous projects

- Crop cultivation

Follow on projects (Menu 3)

- Seed storage

Things to look out for

- Creating storage facilities that are too technological for the area of operation

4. Livestock

The cultivation of livestock is also an important aspect of human sustainability, particularly outside urban areas. Livestock requires considerable resources to maintain well, including, water, feed (if open pastures are not available), stalls and holding pens, veterinarians, and so on.

However, livestock can also provide several important resources for a community, including meat, milk, eggs, wool, pelts, hides, and manure for fertilizing crops.

Livestock need not be big to be effective. Rabbits and chickens are useful for families to provide protein and other resources. However, similar to crop cultivation, developing livestock as an industry usually involves pooling together several families' efforts and developing

some sort of organization, such as a co-op, that can share resources and make the work more efficient and productive.

And, as with the development of crops and livestock, combining knowledge and practices of local farmers with NGOs and IOs should produce practices in crop storage that is appropriate for the climate and needs of the population as well as practices that are efficient and productive.

Tools needed

- Lighter equipment
 - o Shovels
 - o Pick axes
 - o Hoes
 - o Wheel barrels or carts
 - o Lumber or rock and wire (for pens)
- Partner with NGOs/IOs knowledgeable in livestock
- Partner with NGOs/IOs that provide knowledge on healthcare for livestock and/or MVETs.

Tasks to accomplish

- Build organization of farmers in the area, possibly through co-ops (See Micro-finance According to Muhammad Yunus for how to build a co-op)
- Partner with NGOs/IOs to mentor in best practices for livestock cultivation

Simultaneous projects

- Manure collection for crops
- Irrigation maintenance

Follow on projects (Menu 3)

- Slaughter houses
- Local export of meat

Things to look out for

- Introducing livestock that are unsustainable or otherwise inappropriate for the area of operation

Menu 2 Manufacturing (mass production)

In most cases, your area of operation will have some form of manufacturing. In more rural areas, it could be kilns that make bricks, or mills that ground wheat and other grains. In cities, manufacturing runs the gamut of simple tasks to complex factories.

Manufacturing is important because it holds the potential for employment. It also further diversifies the economy, spreading jobs across and number of sectors, making it more robust and less vulnerable.

Menu 1 did not include any projects directly related to manufacturing. Rather, Menu 1 aimed to buy time for the implementer to gain a sense of manufacturing that existed prior to the outbreak of conflict. If appropriate, efforts should be made in Menu 2 to begin restarting these preexisting forms of manufacturing. This should put people with skills in these forms of manufacturing back to work.

Also, Menu 2 initiates projects focused directly at providing jobs for women. These jobs are basic forms of manufacturing—sewing and making crafts—to provide income for women and their families. As such, these projects are a special subset of manufacturing.

Menu 3 can build on efforts to reestablish preexisting manufacturing with the development of new forms of manufacturing.

As with all projects in Menu 2, efforts should be made here to build capacity. This involves mentoring managers, training workers, and helping to facilitate sources of funding to keep manufacturing running. Partnering with NGOs/IOs that specialize in these areas is a good way to build this capacity.

Restarting preexisting manufacturing

During Menu 1, make an assessment of preexisting manufacturing in your area of operation. (See Assessment Questions for more details on how to assess manufacturing in your area).

Menu 2 should focus on restarting preexisting manufacturing. In most cases, you will need four things to do this

- Infrastructure (building and equipment)
- Personnel (laborers and managers)
- Materials
- Capital (money)

If the infrastructure has been completely destroyed during the conflict, then restarting manufacturing is going to take more time and more capital. However, if the infrastructure is mostly in place, then restarting manufacturing is appropriate at this stage.

Personnel, especially laborers, may be the easiest ingredient to identify. The implementer should partner with managers to build capacity and advise in best practices.

If possible, materials should be bought locally to stimulate the economy.

Raising capital presents several challenges and opportunities. Private investors are an option. However, the means of writing and enforcing contracts needs to be in place in order to ensure that investors are protected. The government is another option (both local and federal). However, the government may not be established enough in this phase to have capital to invest. NGOs/IOs are another possibility but, if pursued, this is a short term fix that needs to be transitioned to a sustainable source of capital over the long haul.

Tools needed

- Investors
- Private/public cooperation
- Materials
- Infrastructure (building and equipment)
- Managers
- Laborers
- Means of writing and enforcing contracts

Tasks to accomplish

- Reestablish preexisting manufacturing in your area of operation
- Build capacity with local managers to sustain manufacturing over the long haul
- Identify sources of capital for investment

Simultaneous projects

- Developing physical infrastructure
- Developing local governance, including contract law and property rights

Follow on projects (Menu 3)

- Establish new forms of manufacturing that are sustainable and appropriate for the area
- Establish export markets, for other areas in the country and internationally

Things to look out for

- Not having enough capital
- Not having sustainable capital

Menu 2 Employing Women

Women make up half the population, yet are usually overlooked in COIN strategies to engage the population. Women are valuable assets in a COIN environment for several key reasons: as mothers and wives, women play a particularly important role in counterinsurgencies because they may be able to influence the men in their lives. Women also are the silent sufferers of insurgencies; they must care for their families when their husbands and sons are fighting and, when their husbands and sons are killed, they must provide for their families without the traditional breadwinners.

Menu 2 offers a few projects that have been implemented in Iraq and Afghanistan. These projects have allowed women to work from their homes, which is culturally sensitive, and to continue their obligations as primary care givers to their families while providing the opportunity to earn income to support their families.

One means of engaging women is through micro-finance programs. Micro-finance, which provides small amounts of capital to start moneymaking enterprises, can allow women to engage in economic activity from their homes, while caring for their families and maintaining cultural norms. Micro-finance is also a means of engaging women positively and building rapport with this critical segment of society. Depending on the culture, this could take time. (See the chapter on Micro-Loans for details on how to structure a program.)

The goods that these projects produce—hand sewn objects and other crafts—are something that NGOs, church groups and other “fair trade” initiatives could sell in the United States and other countries.

The real challenge with these projects is sustainability. The goods that women produce in their homes need a market, and in most cases that market will be outside of their villages, cities and even their country. Getting these goods to market, therefore, requires an intermediary, such as a “Fair Trade” NGO, or a local entrepreneur, to facilitate this transaction; this requires considerable coordination. It is

important that the intermediary is sustainable and honest otherwise the projects could place women in a more vulnerable situation than before the project was begun.

1. Sewing/Quilting/Local crafts

Tools needed

- Needles
- Thread
- Fabric
- (optional) Foot operated sewing machines

Tasks to accomplish

- Provide income for women
- Build co-ops that allow women to self organize (see Microfinance Chapter for more details)
- Identify market for goods produced

Simultaneous projects

- People to people networks with groups in the United states

Follow on projects (Menu 3)

- Vocational training for issues relating to family planning, child care, midwifery, nutrition and other family issues

Things to look out for

- Sustainability is a real problem with these projects

10. Menu 3: Long Term, Mixed Skilled, Sustainable Employment

Menu 3 aims to implement fully self-sustaining economic programs, run by local governments.

These programs would be based on an in-depth assessment of the local population's needs and the resources of the area. These programs should also include vocational training that develops skills necessary for higher-skilled labor. Local leaders would carry the responsibility of implementing these programs in coordination with international Government and Non-Governmental organizations, drawing on global expertise for assessment and training.

Menu 2 aimed to use jobs programs and basic economic development as a means of building capacity in leadership and governance. A functioning government is important for creating a viable state, of which the economy is just one part (See chapter on COIN, SSTR, and a Functioning state for more details). Menu 2, in other words, should set the necessary preconditions for a self-governed, and self-sustaining economy.

Rather than offer specific projects, Menu 3 identifies ideal goals for each of the sectors developed throughout the handbook. Menu 3 makes suggestions what each sector could include, depending on the needs and limitations of the country.

The U.S. military should not be the principle agent in Menu 3; the principle agent should be the country's government, aided by advisors from NGOs/IOs, other government agencies, such as Department of State, and so on. In Menu 3, the military should ideally be acting as an advisor to the country's military. However, despite the its limited role in Menu 3, it is still important for the military to have an understanding of what the long term goal of a viable state should look like. The actions taken in the short run will affect long term development.

Tools and resources needed

- Partnerships with
 - Foreign governments
 - NGOs/IOs to provide mentorship
 - Foreign universities for expertise
 - Foreign investors (including Foreign Direct Investment)
- Export markets and trade arrangements
- Agriculture linked to manufacturing
- University educated nationals that can manage sectors of the economy, as well as the government

Funds

- GDP
- Taxes
- Direct Foreign Investment and other private investment initiatives

Overview of ideal goals by sector

Public services

The ideal goal of public services in a viable state is to have a government that provides programs and resources for its population that keep it physically and socially healthy. This includes healthcare, nutrition and fitness programs. Public services should also have programs aimed at building community and a sense of common identity and purpose among the population. Society's psychological wellbeing, in other words, is as important as its physical wellbeing. Finally, the government should provide public services in a way that is sustainable, both financially and environmentally.

Some examples of long-term projects that a government could create and maintain for the wellbeing of its population include:

- Nature conservation
- Create a national parks system
- National health and fitness programs
- Recycling programs

- Green public transportation (urban)

Physical infrastructure and the capacity to maintain it

The ideal goal when developing a country's infrastructure over the long haul is to create sustainable roads, bridges, tunnels, sewers, waterways, electrical grids, and landfills AND the human capacity to maintain these systems.

Physical infrastructure is not one size fits all. Rather, the needs and limitations of the country need to be weighed in order to create systems that are appropriate and sustainable. Menus 1 and 2 should have allowed for time and experience to determine the appropriate level of technology and infrastructure.

Finally, physical infrastructure should not only be sustainable through the human capacity to maintain the systems, but also by its relationship with the environment. For example, electricity generated solely on fossil fuels is unlikely to be sustainable over the long haul.

Urban planning, initiated in Menu 2, is an important capability to establish in order to develop and maintain synchronized and sustainable infrastructure within towns and cities and between towns and cities. In particular, urban planning should coordinate designing, building and maintaining:

- Roads
- Bridges
- Public buildings
- Green spaces
- Residential areas

In other words, urban planning should oversee the growth and/or development of towns and cities in a way that meets the needs of the population while making the most efficient use of resources and sustaining the environment. This includes creating buildings, roads and bridges that are appropriate for the environment and easily maintained by the population.

The provision and maintenance of **energy** is another important function of infrastructure. Energy requirements will vary depending

the size, development, and location of the community. But in larger communities with more sophisticated forms of industry, energy needs to be sustainable for these economies to function.

Ideally, energy should be both sustainable and environmental. Fossil fuels, such as coal and petroleum, may be sustainable (at least in the foreseeable future) in certain countries (like coal in China or petroleum in Iraq), but these sources of energy are not environmentally friendly. Therefore, ideally, efforts should be made to create sustainable and environmental forms of energy. Some examples include:

- Carbon
- Solar
- Wind
- Hydro electric power

Similarly, the provision and maintenance of **water** supplies to populations and industry is an important function of infrastructure. Water maintenance includes not only potable water, but the treatment of gray and black water (sewage) as well. Ideally, systems should be created that efficiently manage water at a level of technology that is appropriate for the area, and in a way that is sustainable and does not harm the environment. For example, managing water in the tropics will look very different from managing water in the desert. Ideally, water maintenance should include:

- Utilizing all water sources
 - Rain
 - Springs and aquifers
 - Desalinization
 - Advanced sewage treatment/recycling gray water
- Water storage
- Water transportation

Communications infrastructure is important for economic development, facilitating state governance and promoting national identity. Communications infrastructure does not need to be state of the art to be effective. Ideally, communications infrastructure should

meet the population's needs, be sustainable, and accessible to as many as possible. In some circumstances, satellite and wireless technology will be easier to provide than traditional communications technology routed through wires and cables; this may be particularly true if no prior wiring exists in the area. Ideally, therefore, communications infrastructure should be

- Appropriate for the community's needs
- Sustainable
- Accessible to all

Agriculture

Agriculture is an important industry in most developing countries. Ideally, therefore, agriculture should be developed as a sustainable industry that provides for the population and possibly allows for an export market as well. As with all aspects of the economy, agriculture should be developed in a way that is appropriate for the area and the needs of the population, is sustainable, and does not harm the environment. Some of the long term goals of agriculture as an industry could include:

- Linking up agriculture to food manufacturing
- Establishing agriculture as an academic discipline in high school, trade school, and universities
- Creating domestic, regional, and international agricultural trade

Manufacturing

Manufacturing combines existing materials to make new ones. For example, bricks are made from clay and water and fired in a kiln. Manufacturing can be quite simple, such as sewing fabric together, or it can be very complex, such as building a car. In most cases, agriculture and manufacturing will form the backbone of a market based economy. Manufacturing, therefore, is important for creating goods that can be sold and traded.

Manufacturing also provides an excellent opportunity for the development of private investment and entrepreneurs. Micro-finance can also be a useful tool for jumpstarting small scale manufacturing, such as sewing and crafts for women (See description of micro-

lending for more details on these programs). Ideally, therefore, manufacturing should provide opportunities to promote private investment and entrepreneurs. As with all sectors of the economy, manufacturing should be generated in a way that is sustainable over the long haul, meets the needs of the people, offers a potential export market, and does not harm the environment.

Natural Resources

Natural resources can be both a blessing and a curse for a developing country. They are a blessing if properly managed and used to develop a country's infrastructure, public services, and national unity. They are a curse if they are exploited, prevent the development of other sectors of the economy, and the profit is not shared equally. In such cases, they can even become a source of conflict. For this reason, the harvesting of natural resources should not occur until a government is created that is responsive to its population's needs and can manage these resources. Examples of natural resources include:

- Oil and Natural Gas
- Minerals
- Precious gems and metals
- Timber

Ideally, therefore, natural resources should be developed as a tool that can help foster the growth and prosperity of the state, and not be exploited for a quick profit. As with all sectors of the economy, natural resources should also be developed in a way that is sustainable and does not harm the environment.

THIS PAGE INTENTIONALLY LEFT BLANK

Appendix

Micro-finance according to Muhammad Yunus³¹

Purpose of the program

The purpose of micro-finance is to target what Yunus calls the “poorest of the poor.” Yunus defines extreme poverty as hunger and starvation, not landlessness or lack of capital. The bottom poor have almost no chance of getting out of extreme poverty; these are the people he wanted to help, to focus on the landless poor.

As such, micro-finance, as envisioned by Yunus, does not change GDP or other economic indices because the monetary sums are small and may not be part of the official economy. The purpose of micro-finance is to deal with hunger and give the most vulnerable in the population the chance to earn enough for basic survival—food, water, shelter, and clothing.

Since its inception, micro-finance has been adapted to include bigger ventures such as financing entrepreneurs and small businesses. An example of this type of micro-lending is *Global Business Assist*, a U.S. based NGO that combines micro-finance with short courses that teach essential skills on how to run a business.³²

This model, however, focuses on Yunus’ original program. It is therefore designed to help alleviate starvation and extreme poverty in your area of operation.

Target of the program

Yunus began micro-finance programs in his native country of Bangladesh following a severe famine. Through this work, Yunus discovered that most economic definitions of “poor” do not include women and children, because they typically not part of the labor force, particularly in developing countries. Yunus also found that

³¹ This is adapted from” Mohammad Yunus, *Banker to the Poor: How Micro-Lending and the Battle Against World Poverty*, New York: Public Affairs, 1999, especially pp. 61-83.

³² For more on *Global Business Assist*, see their website: <http://www.gba.org/templates/cusgba/default.asp?id=21323>, as of March 19, 2009.

women and children tend to suffer the most in extremely poor countries precisely because they have so few options to work and earn their daily sustenance. This is particularly true of women who are widows or are divorced and left to care for their families on their own.

Yunus, therefore, targets women in his micro-lending program. He has several arguments for why women are a critical group to target:

- Women tend to suffer the most in extremely poor countries because they have fewer options to work and earn their daily sustenance than do men.
- Women face several obstacles to joining the regular workforce, including cultural and religious norms that relegate women to the household, needing to care for their children, lack of education and lower literacy rates, inexperience with participating in the work force, and so on.
- Micro-lending allows for women to work in their homes, while caring for their children and abiding by cultural norms. Yunus stresses that it is very important to work through these obstacles and come to people on their terms, allowing them to adapt to various challenges as opposed to ignoring the obstacles or trying to remove them.
- Focusing on women changes poverty faster because women focus on their families and households.

Structure of the program

Yunus designed the program to overcome the psychological, cultural, and financial barriers preventing women from earning a sustaining livelihood.

Structure of loans

- Lasts one year
- Loan repaid weekly, 2% per week for 50 weeks
- Start repaying one week after the loan is given
- Interest rate is 20% spread over the year³³
- Interest accrued goes into two funds

³³ For example, if the loan is for 100.00, with 20% interest it is 120.00, creating 50 weekly payments of 2.40 each.

- o Future loans
- o An emergency fund for crises

Yunus made a number of requirements for people to qualify for the program. He did this as a means of weeding out the truly motivated from the less committed.

Prior to qualifying for a loan, participants must first go through training and understand the structure of the program and requirements for paying back the loan. Individuals must pass a test to make sure that each understands her responsibilities.

Yunus encourages meetings to be held in the open to reduce corruption, to advertise the program, to educate others on the process, and to reduce suspicions that something unsavory is going on.

Creating Micro-finance Groups

- Women form a group that consists of five people, including a leader
- Two women are given loans initially (not the leader), if they repay, two more are given. The chairperson is the last to get a loan.
- All in the group must approve of individual's loans
- If one defaults, no new loans are issued to individuals in the group. This is to encourage those in the group to help individuals meet their requirements.

Micro-Finance Centers

- Up to 8 groups make up a center, with a chief, that further regulates the loans.
- Usually the chief approves group loans and acts as a liaison with the bank (or the IO, OGA, NGO, US military, etc)

Non-Economic Benefits of the Program

While the program offers a way for the most vulnerable to combat hunger and destitution, micro-finance also has other important, positive side-effects:

- It builds social capital through group accountability and trust
- It teaches leadership skills
- It offers the chance for individuals to participate in a process and vote on decisions made
- The program is flexible enough to allow for cultural adaptation, especially in regard to employing women
- It empowers people, instead of making them dependent on hand outs

Why Loans and Not Grants

Yunus is adamant on making the program loan-based as opposed to grant based. He argues that loans are better because this is a program of empowerment and accountability. Grants are unlikely to have the same effect because there is no accountability and grants are, in fact, a “hand out.”

Yunus also stresses developing a culture of self- reliance. This cannot be done if people are dependent on grants.

Finally, the loan-based program also generates capital that can be re-loaned, making the program self-sustaining and self-generating.

On-line Resources for Pre-deployment Assessment

CIA Factbook

<https://www.cia.gov/library/publications/the-world-factbook/>

The CIA Factbook provides overviews of every country's geography, population, government, economy, transportation and military, as well as transnational issues. This is a useful source for up to date background information on a specific country.

State Department Fact Sheets

http://travel.state.gov/travel/cis_pa_tw/cis/cis_1765.html

The State Department Fact Sheets provide information on a country's description, entry/exit requirements, safety and security, crime, medical facilities and health information, traffic safety and road conditions, aviation safety information, criminal penalties, children's issues, as well as civilian registration information and the location of US embassies.

International Crisis Group

<http://www.crisisgroup.org/home/index.cfm>

The International Crisis Group has information concerning countries and region where there is crisis. It provides background on both the country and the conflict itself, which is extremely helpful for identifying particular areas of concern.

U.S. Agency for International Development

<http://www.usaid.gov/>

The USAID site provides information about current programs in areas such as: Agriculture, Democracy & Governance, Economic Growth & Trade, Education & Universities, Environment, Global Partnerships, Global Health, Humanitarian Assistance, as well as Cross-Cutting Programs in Conflict Management, Information Technology, Private & Voluntary Cooperation, Transition Initiatives, Urban Programs, Water, and Women In Development.

NGO Search Engines

idealist.org

<http://www.idealists.org/if/as/Org>

Idealist.org is a website for the non-profit community that includes an NGO database, searchable based on keywords, category, country, etc. There are over 80,000 organizations included in the database, with almost all needs covered. There is no separate category for international organizations, so a user should insert “international” into the keyword section of the search.

Duke University Libraries NGO Guide

http://library.duke.edu/research/subject/guides/ngo_guide/

Duke University has a comprehensive research guide dedicated solely to NGOs. NGOs can be perused alphabetically, regionally, transnational NGOs, as well as NGOs organized by the issue they are devoted to, such as civil society issues, development, environmentally sustainable development, human rights, women in development, and statistical data sources. When searching, NGOs are categorized by name, region, subject, affiliation (EU, NATO, UN, etc), and country.

Books

Guide for Participants in Peace, Stability and Relief Operations, edited by Robert M. Perito, Washington, DC: US Institute of Peace, 2007 (book)

This book offers a brief overview of major NGOs and IOs.

List of Specialized NGOs

1. Agriculture

General

The Technical Centre for Agricultural and Rural Cooperation

<http://www.cta.int/>

CTA works to increase the availability of agricultural and rural development information and the awareness of information sources, promotes the integrated use of communication channels and greater exchange of information, and improves the capacity to generate and manage information and to formulate information and communication management (ICM) strategies.

The World Hands Project

<http://worldhandsproject.org>

The World Hands Project facilitates community by creating living systems that are simple, sustainable, culturally appropriate, cost-effective and that honor indigenous wisdom and modern technologies.

Teaching Farmers

IDE Canada

<http://www.ide-canada.org>

IDE Canada works to help small farmers by opening doors to markets and providing affordable agricultural equipment and the knowledge to begin developing agricultural skills.

Soil Maintenance

Ecology Action

<http://www.growbiointensive.org/>

Ecology Action uses training and education to help create a high-yielding, sustainable agricultural system that emphasizes local food production and is based historically on intensive gardening systems.

Efficiency in planting and harvesting

EcoAgriculture Partners

<http://www.ecoagriculture.org>

Eco Agriculture Partners uses a conservation and rural development strategy to enhance rural livelihoods; Conserve or enhance biodiversity and ecosystem services; and Develop more sustainable and productive agricultural systems.

Water Use

CGIAR Challenge Program on Water and Food

<http://www.waterandfood.org/>

CPWF is an international, multi-institutional research initiative with a strong emphasis on north-south and south-south partnerships. The initiative brings together research scientists, development specialists, and river basin communities to create and disseminate international public goods (IPGs) that improve the productivity of water in river basins in ways that are pro-poor, gender equitable and environmentally sustainable.

Food Storage

The Information Network on Post-Harvesting Operations

<http://www.fao.org/inpho/>

INPHO's objective is to increase the development of activities of the global post-harvest sector for tropical agricultural products for a better access to technical data and an exchange of information among the different post harvest actors. Their website includes fact sheets on product, equipment, and storage.

Farming equipment

Compatible Technology International

<http://www.compatibletechnology.org>

Compatible Technology International provides technologies that are safe, affordable, respect the environment, require little or no fuel and electricity, and are compatible with the culture of the users. Most of our technologies are sized for small villages, extended families, coops, or very small commercial users. Their goal is to help people

in developing countries make safe food and water for themselves, their families, and to sell in the local market.

2. Livestock

Heifer International

<http://www.heifer.org>

Heifer International trains recipients of livestock in animal management, as well as providing training in agro-ecology, micro-enterprise, and urban agriculture in order to build sustainable communities.

The Greenfield Foundation

<http://www.greenfield-ngo.org>

The Greenfield Foundation's work focuses on rural development. Of specific interest is their Boer Goat Breeding program to help bring livestock to rural areas.

Livestock Maintenance, including veterinarian help

World Vets

<http://www.worldvets.org>

World Vets is a non profit organization dedicated to providing veterinary services and knowledge to areas in need around the globe. We work with animal advocacy groups and other non-profits to coordinate veterinary projects and resources and match volunteers with projects needing assistance.

3. Waste management

Garbage

M.R. Moraraka Rural Research Foundation

http://www.morarkango.com/biotechnology/waste_management.php

Moraraka Research Foundation focuses on eco-friendly waste management of solid waste and water waste.

Recycling

Bureau of International Recycling

<http://www.bir.org/index.asp>

The Bureau of International Recycling is a trade federation of recycling companies world wide that can help connect NGOs to a regional recycling partner.

Water conservation

International Office for Water

<http://www.iowater.org>

The International Office for Water focuses on capacity building for better water management and provides multiples sites for water management training.

Irrigation

International Network on Participatory Irrigation Management (INPIM)

<http://www.inpim.org>

INPIM is a global network promoting participatory approaches to irrigation and water resource management through the exchange of best practices, lessons learned, training materials, and networking among professionals, researchers, policymakers, and farmers.

Wells

Global Water

<http://www.globalwater.org>

Global Water focuses on permanent solutions to a region's water needs to enable entire villages to have clean, healthy water in the long term.

Water storage

PlayPumps International

<http://www.playpumps.org>

PlayPumps International strives to improve the lives of children and their families by providing easy access to clean drinking water, thereby improving public health through their Play Pump Water System.

The Clear Water Initiative

<http://www.clearwaterinitiative.org>

The Clear Water Initiative is a charitable organization dedicated to providing clean water to populations affected by natural or man-made humanitarian emergencies. ClearWater was founded in 2007 by an American soldier deployed to Northern Uganda in support of the Global War on Terrorism.

Recycling grey water

The World Hands Project

<http://worldhandsproject.org>

The World Hands Project facilitates community by creating living systems that are simple, sustainable, culturally appropriate, cost-effective and that honor indigenous wisdom and modern technologies.

Healing Waters International

<http://healingwatersintl.org/>

Healing Waters International uses a Holistic community-back approach with multiple WASH (Water-Sanitation-Hygiene) solutions for households, communities and schools.

Water purification

Deep Springs International

<http://www.deepspringsinternational.org>

Deep Springs International develops partnerships with local schools, churches, microfinance institutions, and public health organizations and empowers people with entrepreneurial skills through a business educational program to earn a living by helping their communities.

5. Sewage and human waste

Engineers Without Borders - International

<http://www.ewb-international.org/>

Engineers without Borders helps the member groups and organizations develop their capacity to assist poor communities in their respective countries and around the world.

6. Roads

Engineers Without Borders - International

<http://www.ewb-international.org/>

Engineers without Borders helps the member groups and organizations develop their capacity to assist poor communities in their respective countries and around the world.

U.S. Agency for International Development

<http://www.usaid.gov/>

The USAID site provides information about current programs in areas such as: Agriculture, Democracy & Governance, Economic Growth & Trade, Education & Universities, Environment, Global Partnerships, Global Health, Humanitarian Assistance, as well as Cross-Cutting Programs in Conflict Management, Information Technology, Private & Voluntary Cooperation, Transition Initiatives, Urban Programs, Water, and Women In Development.

7. Projects for women

Women for Women

<http://www.womenforwomen.org>

Women for Women have the Renewing Women's Life Skills (ReneWLS) Program that provides them with rights awareness, leadership education and vocational and technical skills training. They also establish a means to earn a sustainable living is critical to being fully active in the life of a family, community and country.

Women's and children's health

Midwives for Midwives and Women's Health Intl.

<http://www.midwivesformidwives.org>

Midwives for Midwives provides training that combines intensive group education, one-on-one clinical supervision, and continuing education. MFM understands the integrity of birth and sees it as an emotional, physical, spiritual, cultural event. Topics include contraception, safe birth attendance, and diagnosis and management of health problems (including complications of pregnancy and

childbirth) as well as medicinal plants, acupuncture, massage, movement, nutrition, and energy work.

Foundation for International Medical Relief for Children (FIMRC)

<http://www.fimrc.org>

FIMRC raises funds for the construction of pediatric clinics in areas currently lacking a reliable source for healthcare, encourages and supports individuals and groups who desire to travel to medically underserved areas of the world, and encourages future health leaders to become involved in our purpose by recognizing their achievements.

Humanity for Children

<http://www.humanity4children.org>

Humanity for Children works to provide medical services and care to children globally by supporting the communities in which they live to fulfill their specific health goals through medical clinics and scholarship funds

Family planning

Family Health International

<http://www.fhi.org>

Family Health International provides publications, training, and education to build institutional capacity to manage sustainable programs that address reproductive health programs.

Family Care International

<http://www.familycareintl.org>

Family Care International focuses on strengthening commitment and resources for maternal health program, while building capacity of local partners to sustain the programs.

8. Nutrition

International Nutrition Foundation

<http://www.inffoundation.org>

INF works with government to form policies and resource allocation and promotes capacity building related to research, policy development and program implementation.

Global Alliance for Improved Nutrition (GAIN)

<http://www.gainhealth.org>

GAIN Health works to build partnerships between public and private partners to create an effective nutritional system.

9. Private partnering

Global Business Assist

<http://www.gba.org/>

Global Business Assist mobilizes professionals and community groups to bring business development and real relief to the world's poor through a program they call Micro-Power.

Global Development Network

<http://www.gdnet.org>

Global Development Network works with regional partners to develop policy relevant research to support development.

10. Governance and Resource Management

The Protected Livelihoods and Agricultural Growth Programme at the Overseas Development Institute

<http://www.odi.org.uk/plag>

PLAG focuses on international development assistance is increasingly concerned with questions of governance, in particular: the rules under which power is exercised in the management of a country's resources and the relationships between a state and its citizens, civil society and the private sector.

THIS PAGE INTENTIONALLY LEFT BLANK

INITIAL DISTRIBUTION LIST

1. Defense Technical Information Center
Ft. Belvoir, Virginia
2. Dudley Knox Library
Naval Postgraduate School
Monterey, California
3. Edward Lesnowicz
Naval Postgraduate School
Monterey, CA
4. John Van Hise
Naval Postgraduate School
Monterey, CA
5. Greg Mislick
Naval Postgraduate School
Monterey, CA
6. Gordon Bradley
Naval Postgraduate School
Monterey, CA
7. Ken Comer
Joint Improvised Explosive Device Defeat Organization (JIEDDO)
Washington, DC

THIS PAGE INTENTIONALLY LEFT BLANK