

Introduction to Analysis for Stabilization and Counter-Terrorist Operations

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INTRODUCTION

Cornwallis IX: Analysis for Stabilization and Counter-Terrorist Operations reflects the new imperatives created by the September 11 2001 attacks on the United States and conflicts in Afghanistan, Iraq and elsewhere. Those and other life-changing events have highlighted the need for new and enhanced methods for analyzing the causes and effects of conflict and the nature and role of operations against terrorist entities and others aimed at creating societal stability. It is hoped that the work reported in this volume will contribute toward the achievement of that goal.

The ninth Cornwallis meeting built on the work of the whole Cornwallis series, and particularly on *Cornwallis VIII: Analysis for Governance and Stability*, *Cornwallis VII: Analysis for Compliance and Peace Building*; *Cornwallis VI: Analysis for Assessment, Evaluation, and Crisis Management*; and *Cornwallis V: Analysis for Crisis Response and Societal Reconstruction*. It is hoped that the next meeting, *Cornwallis X: Analysis for New and Emerging Societal Conflicts* will continue the tradition by developing new knowledge

and understanding the causes and effects of societal conflict and permitting more informed responses to those challenges.

Cornwallis IX broke with tradition of meeting at the Pearson Peacekeeping Centre in Cornwallis Park, Nova Scotia, Canada, and was held in Europe at the Burg Schlaining Conference Centre in Stadt Schlaining, Austria in response to requests from European members of the Cornwallis Group at the request of the European members of the Group. The facilities at the Centre and in the conference hotel permitted us to continue the tradition of relatively formal presentations and informal interactions that were typical of our meetings at the Pearson Peacekeeping Centre. We are most grateful that Ms. Terry Tidd of the Pearson Centre was able to attend the meeting in Austria and thereby continue our warm and continuing relationship with the Centre.

THE CORNWALLIS IX PROGRAM

Cornwallis IX was held in the Austrian Study Centre for Peace and Conflict Resolution in Stadt Schlaining. The Group was most grateful that Arno Trugler the Director of the Peace Centre in Stadt Schlaining provided us with an overview of nature and mission of The Peace Centre. A complete collection of the Cornwallis books was donated by the Group to the Peace Centre library.

The Peace Centre consists of the Austrian Study Center for Peace and Conflict Resolution (ASPR) and the European University Center for Peace Studies (EPU), is situated in the medieval town of Stadt Schlaining in Austria. The ASPR was founded in September 1982 as an independent, non-profit and non-partisan organisation. It aims to contribute to the promotion of peace and peaceful conflict transformation and to the dissemination of practical ideas for peace.

SESSION I

The First Session of the Cornwallis Meeting was chaired by Ted Woodcock from the United States and consisted of the Civilian Keynote presentation by Dayton Maxwell from the United States as well as a paper by Dennis Legaspi and Cecilia Noble from the Philippines.

In his Civilian Keynote paper: *Are we reaching the threshold on overcoming the obstacles to effective civil-military cooperation on mission achievement?* Maxwell asks whether the current institutional efforts now being undertaken offer a more realistic hope that we're at the threshold of overcoming the obstacles to complete mission achievement involving military and civilian entities.

Information Operations (IO) as a Tool of Stabilization Operations in Counter-Terrorism (by Legaspi and Noble) presents two case studies of IO for counter-terrorism in order to highlight efforts of the Philippine government in utilizing information operations as a tool for stabilization and post-conflict support operations.

SESSION II

The Second Session was chaired by Karl Bertsche from Germany and consisted of papers by Walter Clarke from the United States and Ian Mitchell and John Medhurst, Hugh Richardson, and Mike Bathe and Lorna Frewer from the United Kingdom.

Doing it the Hard Way: US Civil-Military Policies in Iraq and Afghanistan (by Walter S. Clarke) focuses on certain strategic, operational and tactical decisions that have greatly complicated the execution of the responsibilities of the coalition military forces and their civilian partners on the battlefield.

Winning the Peace: Scope and Management Implications of Analysis of Stabilization and Counter-Terrorist Operations (by Ian M. Mitchell and John Medhurst) draws on the outputs of past Cornwallis meetings to suggest scope for analysis, discusses technical approaches to this analysis, and recognises that a new inclusive approach to the management of analysis may be required and seek to promote discussion on technical, social, and organisational issues.

Measures of Effectiveness (MOE) and Effects-Based Operations (EBO) in the Headquarters ARRC (by Hugh Richardson) provided a first draft of a Code of Best Practice for the conduct of Campaign Analysis for Peace Support Operations (PSO) using a basic set of Measures of Effectiveness (MOE) written from an OAB, HQ ARRC perspective.

Modelling Peace Support Operations: An Agent-Based Approach (by M. R. Bathe and L. Frewer) describes the research currently being undertaken into modelling peace support operations. An agent-based model will be used in order to investigate if this approach can be applied to the study of in peacekeeping scenarios.

SESSION III

The Third Session was chaired by George Rose and consisted of the military Keynote presentation by Colonel Karl Ernst Graf von Strachwitz from Germany and a paper by David Davis from the United States.

Colonel Graf von Strachwitz' Military Keynote paper: *Does the Defense of Europe start on the foot hills of the Hindu Kush?* pointed out that the NATO Nations gave ISAF–Command the primary task to support the transitional government of Afghanistan in restoring security and maintaining stability in the metropolitan areas of Kabul and Kunduz. By accepting the ISAF operation, NATO's credibility and relevancy are at stake.

Analytic Support to a Civilian Headquarters: The Cornwallis Approach (by David Davis) describes an analysis that was conducted by Davis while at the Office of Policy Planning and Analysis (OPP&A) of the Coalition Provisional Authority (CPA) during the early Spring of 2004 in Baghdad, Iraq.

SESSION IV

The Fourth Session was chaired by Anders Christensson and consisted of papers by Christopher Holshek and Larry Wentz and Mike Baranick from the United States and papers from Micheal Nieghbour, Richard Cousens, and Robert Bailey from the United Kingdom.

Integrated Civil-Military and Information Operations: Finding Success in Synergy (by Christopher J. Holshek) paper discusses the problems caused by the need for civilian and military entities to work together in areas such as Iraq. He observes that the U.S. stands at the crossroads of its ability to win the peace and not just the war; like combat operations, stability and reconstruction operations cannot ultimately come on the cheap, especially as the lines between combat and peace operations have blurred. You get what you pay for.

Stability and Reconstruction Operations: What we can Learn from History? (by Larry Wentz and Michael J. Baranick) observes that the lesson from history is not “nation building can’t work;” the lesson is that it is very hard, and that it demands a great deal of both patience and modesty—qualities that do not come naturally to American policymakers or, for that matter, to Americans. Nation building is no longer a subject for debate: we will get it right or pay the price.

Kosovo Revisited – A Personal Perspective (by Michael R. Neighbour) provides a ‘before’ and ‘current’ analysis of the situation in Kosovo. During July 2002 the author revisited Kosovo to compare and contrast conditions three years after NATO’s entry into the province. Kosovo has made progress towards normality; there are still major problems; there are sufficient resources in theatre to deal with the problems, however these do not appear to be used effectively; there appears to be excessive numbers of international staff in Kosovo, leading to the hypothesis that we are “Nation Running” not “Nation Building” and have generated a nanny state where the local community has not taken ownership of the problems.

The Doctrinal Implications of Presence in Crisis Response Operations (by Richard P. Cousens) observes that National doctrines for PSO differ markedly. Only some nations have produced doctrine for modern urban operations. Urban operations are so complex and difficult that Force Allocation needs to be conducted with great care. Furthermore, Kosovo showed the worrying first signs of a growing division of labour within NATO. The burdens, the costs and the risks of military operations must be shared as equally as possible, if the political health of the Alliance is to be maintained.

Statistical Analysis of Presence in Crisis Response Operations (by Robert Bailey) presents a sister paper to that by Richard Cousens and describes results of an historical analysis of SFOR and KFOR operations, covering input and output analysis that give a near complete account of the grossed up force deployments for given periods.

SESSION V

The Fifth Session was chaired by Larry Wentz and included papers by Richard Hayes Margaret Daly Hayes, Brian C. Davis, Sheyla Y. Keane, Peter Kossakowski, Alison E. Leary, Andres Saenz, and Jonathan E. Tarter, from the United States; Caroline Earle, Scott

Feil as well as Martin Lidy from the United States and a paper and George Rose from the United Kingdom.

Measuring Terrorism and Insurgency in a 21st-Century Context (by Richard E. Hayes, Margaret Daly Hayes, Brian C. Davis, Sheyla Y. Keane, Peter Kossakowski, Alison E. Leary, Andres Saenz, and Jonathan E. Tarter) observes that terrorism and insurgency are not the same thing. Failing to recognize the difference makes clear analysis and proper policy development very difficult. Steps taken to counter terrorism may well strengthen insurgent movements.

Developing Non-Security Metrics for the Coalition Provisional Authority (by Caroline Earle, Scott Feil, and A. Martin Lidy) discusses how in reconstruction and stabilization efforts, metrics take on as much importance as traditional information requirements supporting intelligence efforts. In fact, they become a primary effort, as the ability to measure progress informs the strategic communications effort, which is the key to managing expectations and keeping the population informed and secure. Without this effort, which must be institutionalized, future missions will face the same challenges, loss of momentum, and reduced performance.

The Role of the NATO Code of Best Practice for Provision of Analysis Advice in New Operational Scenarios (by George Rose) describes a Code of Best Practice for “Decision Support for Joint Task Forces and Component Commanders.” The Code was produced by The UK and is intended to support NATO activities in the new strategic environment as well as NATO’s wider roles and missions that have created new challenges throughout the Alliance forces.

SESSION VI

The Sixth Session was chaired by Eugene Visco and consisted of papers by Manfred Bartha from Germany and from Anders Christensson from Sweden and Ted Woodcock from the United States. The Sixth Session was followed by the three parallel break-out Working Group sessions, which are a feature of Cornwallis meetings.

Answers from Industry to the Challenge of Homeland Security (by Manfred Bartha), focused on border security particularly in Europe and particularly on answers from industry the air, land and sea segments of public security as well as for the protection of major events from terrorist attacks, crime or vandal excesses and the handling of natural disasters.

Finding Robust Definitions for Feedback Stability Indicators in Counter-Terrorist Operations (by S. Anders Christensson and Ted Woodcock) describes efforts that have focussed on the production of indicators and their use to support plan development for a range of different types of military and civilian operations. Such indicators would provide insights into the effect of the operation on both the military and the wider civilian aspects of the overall conflict environment.

- *Working Group 1 Report: Measures, Metrics, and Analysis* (by A. J. Hopkin) clearly recognised that there are improvements to the current practice that can be made when analysts are providing OA support to commanders and military

planners during operations. The suggestions brainstormed by the group continue to support the use of traffic lights to present information as a valid approach, and show how this can be used in the context of the wider developments proposed to carry forward the OA support to operations.

- *Working Group 2: Traffic Lights, Focus, and Ambiguity of Perception* (by Ian M. Mitchell) addressed three inter-related problems in turn: Traffic Lights, Focus, and Ambiguity.
- *Working Group 3: Observations and Questions – Measures, Metrics, and Analysis* (by Robert Bailey) examined Use of Traffic Lights, Measures of Performance and Effectiveness and Ambiguity of Perception.

SESSION VII

The Seventh Session was chaired by George Rose and consisted of papers by Andrew Hossack, Anthony Hopkin, from the United Kingdom and Karl Bertsche and Gunther Schwartz from Germany.

Historical Analysis of Terrorist Campaigns with observations on current operations in Iraq (by Andrew Hossack) describes a series of *historical analysis* studies undertaken by Dstl since 2001 to help develop better understanding of the patterns of high-level behaviour, commonality and differences in and between military counter-insurgency (COIN) and counter-terrorism (CT) campaigns.

Operational Analysis in Support of HQ MND(SE), Basrah, Iraq, 2003 (by A. J. Hopkin). Describes the OA support provided to HQ MND(SE). That support has been, and continues to be, held in high regard by the local commanders as well as across the coalition, and a host of headquarters and other government organisations back in the UK. Speed is vital and the data available is generally poor. The analysts were prepared to offer the 70% solution and save their efforts for the multitude of other tasks waiting for their attention.

Agent Based Simulation of Terrorist Attacks “Protection of Potential Targets” (by Karl A. Bertsche and Gunther Schwarz) described work with a scenario developed to be used in the agent-based distillation program MANA. Even though the level of abstraction of the agent based model MANA version 0.97 is high for simulating the basic scenario “*Protection of Potential Targets*,” it still gave plausible acceptable results for all of the vignettes considered.

SESSION VIII

The Seventh and final Session was chaired by Ted Woodcock and consisted of the traditional Cornwallis Round Table that involved a discussion and review of the meeting and the development of themes for the next meeting. Results of those discussions are presented in a paper by Woodcock and Rose that is located at the end of this volume.

In addition, a paper by Woodcock and Dockery from the United States which was published initially in *The Critical Infrastructure Protection Program: Workshop II Working Papers*, 2004. Woodcock, Alexander and Christine Pommerening (eds.) is included in the Cornwallis workshop proceedings for informational purposes. Two papers by Andjela Jurisic from Germany, were not presented at Cornwallis IX due to the travel schedule of the author are also included. The Editor is most grateful for Ms. Jurisic's preparation of these papers.

Modeling and Simulation Support for Critical Infrastructure Protection (by Alexander E.R. Woodcock, Ph.D., and John. T. Dockery, Ph.D.) outlines the development and use of model-based computer facilities by Woodcock, Dockery, and their colleagues that have provided, or will provide new knowledge and understanding of critical infrastructure protection, counter-terrorist operations, peace and humanitarian operations, counter-narcotics, and stabilization and reconstruction operations.

Is the Humanitarian-Military Relationship Moving in Reverse? An Analysis Based on Two Snapshots: Iraq and Afghanistan (by Andjela Jurisic) sets out to address two questions: What are the broad previous lessons learned about the interactions between military and humanitarian actors? How were these lessons "relearned" during the recent operations in Afghanistan and Iraq? This paper makes a deliberate effort to add to the discourse that has emerged between and among humanitarians, the military, and scholars.

Who can fill the Protection Gaps? The Situation on the Dafur Ground – Report and Photographs (by Andjela Jurisic in Sudan – Dafur) observes in a personal statement that "since my [Andjela's] arrival to Sudan in July 2004, my work as Protection Coordinator has developed into the most frustrating work I have ever done ... international aid agencies operating in Sudan are in a position of having to accept the "little pieces" they are being allowed by the government and authorities"

The materials presented in *Cornwallis IX: Analysis for Stabilization and Counter-Terrorist Operations* provide significant new insights and understanding of those complex problem areas. It is hoped that the materials presented at the next meeting of the Cornwallis Group on *Analysis for New and Emerging Societal Conflicts* will provide additional insights and understanding as well.