



NATO  
SECURITY FORCE ASSISTANCE  
CENTRE OF EXCELLENCE

# REMOTE SFA Reach Back Capability



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PREPARED BY NATO SFA COE IN COLLABORATION WITH AN INTERNATIONAL  
GROUP OF EXPERTS

## NATO SFA COE ANALYSIS REPORT



## REMOTE SECURITY FORCE ASSISTANCE

### Reach Back Capability



Prepared by  
NATO Security Force Assistance Centre of Excellence  
in collaboration with an international group of experts

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By virtue of its high potential, deriving from multiple military and civilian professionals and the use of a holistic and multidisciplinary approach, the Centre is a hub of reference in the Security Force Assistance field at the national, international, and NATO levels.

The Centre provides expertise to contribute to the development and experimentation of concepts and doctrines, and also acquires and elaborates lessons learned, contributing to the definition of development models capacity in support of local forces in crisis zones where there is a NATO operation or mission approved by the North Atlantic Council.

Further, the Centre conducts educational and training activities for instructors, mentors, and personnel belonging to other nations.

To broaden its spectrum and benefit from different perspectives, the Centre collaborates with universities and international civilian and military organizations to provide a unique capability to the Alliance and NATO Partners.

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## Foreword

Following a NATO Allied Command Transformation (ACT) request for support to “analyse a specific area of expertise to develop an analysis report either in support of ACT and JALLC or to lead a study”, based on the outcomes of the SFA Operator Profile Analysis Report, the NATO SFA COE, in collaboration with an international group of experts, launched the Remote SFA project to produce an analysis report related to the shortfalls identified in the past SFA missions.

The Remote SFA Analysis Report seeks to offer an innovative model for NATO Allied Command Operations (ACO) and NATO ACT, to mitigate the shortfalls identified in the past SFA activities, documenting lessons identified and best practices to enhance the NATO SFA missions’ effectiveness.

Moreover, the project has a further focus on the refine of the NATO's assessment apparatus, recalibrating the evaluation model to enhance the effectiveness of the Alliance's mission in SFA. The project suggests establishing a comprehensive network of experts, designated as SFA Specialists, who should be trained to support SFA operators’ HOTO process to avoid discontinuity, grant sharing information improvements and even to oversee and monitor specific NATO SFA campaigns. These specialists are intended to ensure not only the initial success of missions, but also their sustained progress over the long term.

Furthermore, within this analysis report, we offer to the SFA community of interest a way to face the challenge of the Measurement of Effectiveness in SFA activities by identifying and analysing the tools and methods to measure the performance and the effectiveness of SFA activities.

Col. Matteo Luciani  
*Director, NATO SFA Centre of Excellence*



## Executive Summary

Over the years, the NATO Security Force Assistance Centre of Excellence has developed a comprehensive training catalogue offering robust solutions for staff seeking education in SFA capabilities.

The current objective is to elevate ambition and enhance cooperation among all NATO SFA stakeholders. Building on its established role within the SFA community, the SFA COE aims to optimize knowledge development and information sharing among its members. This paper signifies the SFA COE's commitment to collaborating with its operational partners to address key challenges in executing SFA missions.

While extensive literature discusses the factors influencing the effectiveness of SFA, this document focuses explicitly on the issue of continuity. Factors such as personnel selection, training, and aligning objectives with local institutions receiving advisory support can impede the comprehensive efficacy of SFA.

A critical challenge lies in the transition of responsibilities between advisors, which risks disrupting the continuity essential for achieving predetermined objectives. This jeopardizes the efforts invested so far, highlighting the imperative for a seamless transition process to ensure sustained progress.

By addressing these challenges, the SFA COE demonstrates its dedication to maintaining the momentum of SFA missions and ensuring the effectiveness of advisory efforts in the long term.



## CHAPTER 1

### RESEARCH OUTCOMES ANALYSIS

#### 1. PREFACE

##### a. Situation

- i. Throughout an extensive history of involvement in NATO SFA operations across the globe, where the primary objective has been to empower Local Security Forces and enable them to safeguard their nations independently, a recurring challenge has come to light. This challenge revolves around a notable gap and inconsistency in assisting these forces. This challenge poses a significant hurdle to the overall effectiveness of the support extended to Local Security Forces. Despite the collective knowledge amassed through years of experience, a unified and efficient resolution to this discontinuity remains elusive.

The absence of consistency evident among diverse initiatives within the SFA field is not attributable to a singular root cause; rather, it arises from a complex interplay of several factors. These factors contribute to the emergence of varied approaches among different actors in addressing the overarching theme of Security Force Assistance.

Addressing the implementation challenge in the NATO SFA field requires a comprehensive approach beyond mere procedural alignment. It necessitates a concerted effort to establish a common conceptual foundation, articulate clear objectives, and foster a shared understanding of the roles and responsibilities associated with SFA. Through such initiatives, NATO can move towards a more cohesive and coordinated approach to Security Force Assistance, mitigating the shortfalls identified from the past SFA missions and enhancing the Alliance's ability to contribute effectively to global security and stability.





ii. Even NATO Mission Iraq (NMI), which operates as a non-combat advisory and capacity-building mission to assist Iraqi Security Forces, lacks classification as an SFA mission. This underscores a lack of complete adoption and efficient implementation of the SFA doctrine by NATO. This shortfall could be a significant deficiency, particularly considering the NATO 2022 Strategic Concept stating that:

*“**Fragility and instability** in Africa and the Middle East directly affect our security and the security of our partners. NATO’s southern neighbourhood, particularly the Middle East, North Africa and Sahel regions, faces interconnected security, demographic, **economic and political challenges**. These are aggravated by the impact of climate change, **fragile institutions**, health emergencies and food insecurity. This situation provides fertile ground for the proliferation of non-state armed groups, including terrorist organisations. It also enables destabilising and coercive interference by strategic competitors.”<sup>1</sup>*

If it is true that today SFA is not the only focus of NATO, given that the Russian aggression to Ukraine made necessary to reinvigorate the message that other capabilities are still at the core of the security strategy, it’s undeniable that it represents a crucial capability to support the western interests in regions such as Africa and the Middle East.

iii. Furthermore, the conflict in Ukraine represents a pressing challenge for the international community. The support provided to the Ukrainian Armed Forces, including financial aid and military supplies, may prove insufficient without a coherent and comprehensive security assistance strategy that ensures long-term sustainability.

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<sup>1</sup> NATO 2022 STRATEGIC CONCEPT, Strategic Environment



It is essential not only to enable the Ukrainian Armed Forces to effectively counter Russian aggression but also to prepare for the post-conflict reconstruction phase, which will encompass all security sector institutions. This necessitates a whole-of-government approach in which the armed forces play a strategic role.

Inconsistent and individual initiatives could undermine the efforts made and jeopardize the achievement of the desired end state. Currently, programs to this end have been implemented by single nations, and the Council of the EU, in October 2022, activated the “*Military Assistance Mission in support of Ukraine (EUMAM Ukraine)*.”

*“The aim of the mission is to contribute to **enhancing the military capability of Ukraine’s Armed Forces** to effectively conduct military operations in order to allow Ukraine to defend its territorial integrity within its internationally recognised borders, effectively exercise its sovereignty and protect civilians. In response to Ukraine’s request for military support, EUMAM Ukraine will provide **individual, collective, and specialised** training to Ukraine’s Armed Forces, including to their **Territorial Defence Forces**, and coordination and synchronisation of **member states’ activities** supporting the delivery of training.”<sup>2</sup>*

EUMAM Ukraine has an initial mandate of two years and will be financed through common funds under the European Peace Facility. The mission will operate in the territory of the EU member states, and its Operational Headquarters will be embedded in Brussels within the HQ of the European External Actions Service (EEAS). EUMAM confirms how the SFA is nowadays more than ever a strategic asset to promote stability and security.

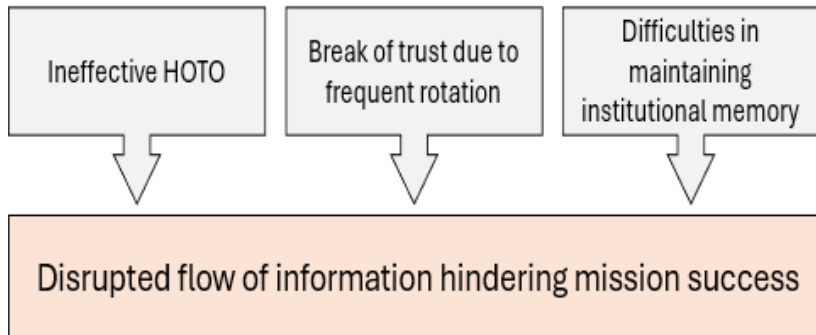
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<sup>2</sup> Council of the EU Press release, 17 Oct 2022, “Ukraine: EU sets up a military assistance mission to further support the Ukrainian Armed Forces.”



## b. Framing the problem

- i. Building upon the research study conducted on the SFA (Security Force Assistance) Operator profile, this paper aims to delve deeper into the issue highlighted in the preceding paragraphs. The primary concern that emerges is rooted in the imperative need for enhanced continuity among diverse operators who cyclically rotate within the theatre of operations. This reveals a latent deficiency in historical knowledge spanning multiple deployments, potentially hindering the seamless flow of information critical to mission success<sup>3</sup>. The issue becomes evident in the following facets:
  - a. Ineffective handover-takeover process (HOTO).
  - b. Break of mutual trust relation due to SFA operators' frequent rotation.
  - c. Difficulty in maintaining institutional memory, as SFA operators must build upon their predecessors' work to progressively enhance their counterparts' capabilities.



<sup>3</sup> From the SFA Operator Profile Analysis Report



ii. **The discontinuity issue.** The findings of the Special Inspector General for Afghanistan Reconstruction (SIGAR) Report dated February 2023 confirm the same conclusions. The discrepancies in lack of standardization and long-term vision among the different approaches adopted while assisting the local security forces by the contingents rotating in theatre have been assessed as one of the leading causes of the failure of the US/NATO campaign in Afghanistan. In particular, the report highlights how the **“frequent deployment rotations hindered continuity of operations and the development of Institutional memory.”**<sup>4</sup> The document provides a comprehensive explanation of how these trends have influenced the efficacy of support for the *Afghan National Defense and Security Forces (ANDSF)*.

*“The U.S. and coalition effort in Afghanistan was dominated by frequent and short civilian and military deployments, usually between six and 12 months—even though it could take up to three months for advisors to establish a good working relationship with their Afghan counterparts. These short tours of duty were a consistent, critical challenge to the U.S. advisory effort in Afghanistan. Retired Lt. Gen. David Barno described short deployments as “easiest to sustain, rather than the most effective,” adding that the lack of continuity “was one of the great failures.” RAND stated that this phenomenon also caused “mentor fatigue” among Afghan counterparts.”*

iii. **The risk of poor information.** The other crucial aspect, which is central in this document, along with the discontinuity in the approach to conducting activities, is the insufficiency of the information-sharing system.

*“Limited information sharing between advisor training bases in the United States and the training command in Afghanistan stymied the continuity of operations between teams. SIGAR previously reported that CSTC-A<sup>5</sup> failed to consistently send training information and lessons learned back to Fort Riley, where predeployment training took place, and Fort Riley never asked for it.*

<sup>4</sup> SIGAR – Special Inspector General for Afghanistan Reconstruction, Why the Afghan Security Forces Collapsed, Feb 2023

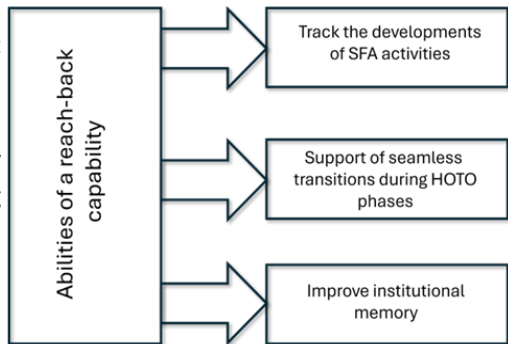
<sup>5</sup> Combined Security Transition Command—Afghanistan



*As a result, predeployment training was described by some as irrelevant or not applicable to on the ground assignment. RAND acknowledged that there was insufficient integration between U.S and NATO advising teams working with the ANDSF and in the ministries of defense and interior.”<sup>6</sup>*

**c. Scope**

i. The aim of this document is to facilitate the development of a comprehensive framework designed to establish a function that can effectively address the issue by offering continuous assistance and support to contingents during their deployment. The goal is to create a capability to remotely support the thea-



tre of operations through a dedicated pool of resources tasked with monitoring developments and contextualizing them within a regional perspective. Ideally, once properly structured, this capability could extend the same level of support to multiple regions where Security Force Assistance (SFA) is conducted. This function would encompass the overarching concept of a reach-back capability, enabling it to:

- a. Track the developments of the SFA activities conducted throughout the campaign and support the contingents deployed in terms of lessons learned, regional knowledge, historical background, and reference of the campaign’s progress, as well as update the track of the network of relevant local stakeholders.

<sup>6</sup> SIGAR – Special Inspector General for Afghanistan Reconstruction, Why the Afghan Security Forces Collapsed, Feb 2023



- b. Provide the necessary support to ensure a seamless transition during the HOTO phase of the mission, ideally by deploying SFA personnel in the theatre for a limited amount of time.
- c. Tackle the challenges in preserving institutional memory (involving the consistent delivery of SFA and the incremental development of counterpart capabilities by SFA operators, building upon the work of their predecessors).

## 2. THE REMOTE SFA MODEL

The preceding chapter sought to revisit the theme of discontinuity emphasized in the operational experience and connect it to what ensues. While personnel issues are affirmed as one of the root causes of the problem, the topic of staff training in advisory roles has already been extensively addressed in the "SFA Operator Profile."

In this chapter, the perspective of the SFA COE will be presented, emphasizing that the discontinuity problem should be tackled not only from the viewpoint of the personnel in the theatre but also from that of the structures at home. Specifically, weaknesses in the system for monitoring and evaluating progress and information sharing are considered significant contributors to the problem.

These tasks entail numerous complexities when striving for objective and practical assessments. The challenge is particularly acute when these tasks are assigned to personnel directly involved in advisory activities, especially if they lack specialized and extensive training in their roles, as well as comprehensive education in analysis, evaluation, and reporting. A significantly higher degree of independence should be regarded as a fundamental component of the assessment process to enhance effectiveness.



Below, it demonstrates how the reformation of information management to and from the theatre can serve as a valuable contribution to solving the discontinuity problem. This involves the capability to offer remote assistance by personnel specialized in monitoring and assessment.

**a. Proposing a paradigm shift: enhancing analytical proficiency in NATO's SFA assessment model.**

This proposal advocates for a fundamental paradigm shift in NATO's current approach to assessing Security Force Assistance (SFA) progress. The recommendation emphasizes the enhancement of NATO's existing model by incorporating specialized personnel with rigorous training in advanced analytical skills. This transformation aims to improve the precision and relevance of the evaluation process, enabling a more nuanced and context-specific appraisal of SFA achievements.

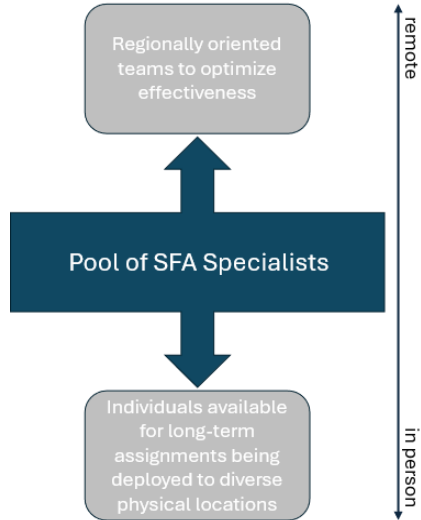
The primary objective is to refine NATO's assessment apparatus, recalibrating the evaluation model to enhance the effectiveness of the Alliance's mission in SFA. The proposal suggests establishing a comprehensive network of experts, designated as SFA Specialists, who are trained to oversee and monitor specific NATO SFA campaigns. These specialists will ensure not only the initial success of missions but also their sustained progress over the long term.

These SFA Specialists are envisioned to bring extensive experience and expertise in critical areas such as analysis, foreign languages, and intercultural communication. By leveraging their specialized skills, NATO can achieve a more sophisticated and effective assessment process, ultimately strengthening the Alliance's capability to fulfil its mission objectives in SFA.



**b. The model**

This proposal introduces an innovative approach, envisioning a team of Security Force Assistance (SFA) Specialists integrated within the designated NATO Command at the operational level. The demonstrated effectiveness of remote work during the recent global pandemic, including secure operations through classified networks, supports this model. Consequently, team members will operate continuously from various locations while maintaining seamless digital connectivity.



The proposal advocates for establishing a comprehensive network of SFA Specialists. These professionals will be meticulously selected and thoroughly trained, bringing extensive experience in operations, planning, analysis, intercultural communication, and regional expertise to maximize their effectiveness. By aligning their skills with specific Areas of Operation, they can better address the unique challenges and nuances of each region, thereby enhancing the overall effectiveness of the SFA campaign. Additionally, SFA Specialists will provide crucial support to Mission Leadership in refining strategies, ensuring the campaign remains adaptable and responsive to evolving circumstances.

The primary objective of the Remote SFA model is to shift the traditional temporal framework governing SFA assessment activities.





This model promotes a more comprehensive and prolonged engagement strategy, extending the focus to encompass the entire campaign duration rather than being confined to short-term interventions. This shift acknowledges that achieving significant and lasting results in SFA efforts often requires a long-term commitment.

Extending the temporal focus allows for a deeper understanding of the evolving dynamics within the theatre of operation, enabling more nuanced assessments of progress and challenges. While NATO's current policies already advocate for assessment processes covering the entire campaign, this proposal emphasizes the importance of transferring this awareness to personnel in the field. SFA Specialists, by gaining a comprehensive understanding of the operational environment and stakeholder interactions, can continuously monitor and evaluate results, identify trends, and suggest necessary adjustments.

The Remote SFA model envisions proactive and sustained involvement, emphasizing long-term engagement throughout the campaign lifecycle. By extending the assessment horizon, the model aims to optimize the effectiveness of SFA efforts, providing a more thorough and insightful understanding of the complexities inherent in promoting security and stability in diverse environments.

An important consideration in adopting the remote SFA approach is its potential to address the persistent issue of high personnel turnover in NATO posts abroad. This model aims to ensure a stable and dedicated workforce within the designated NATO Operational Command, allowing for long-term assignments (at least 3-4 years), thereby covering a significant portion of the campaign's unpredictable duration.



**Note:** This pertains to personnel within the NCS/NFS who either do not experience frequent rotation or are subject to less frequent rotation. Examples include the Iraqi Focus Group in JFCNP or the SFA Section in NRDC-ITA, where some staff undergoes less frequent rotation. This group also includes national personnel serving for extended periods. The Remote SFA model proposes utilizing such resources to structure the function. Many of these individuals likely possess experience in NATO operations, including SFA missions, and meet some requirements for becoming SFA Specialists. Their extended tenure justifies investing in specialized training to fulfil the necessary profile. Moreover, they are already stationed in locations with the requisite CIS infrastructure. Leveraging these personnel could be a pragmatic starting point for implementing the model without causing significant disruption.

The Remote SFA model outlines a geographically dispersed operational framework while emphasizing the necessity of maintaining interpersonal connections. To achieve this balance, regular live sessions and meetings are proposed to foster unity among team members and facilitate real-time collaboration, particularly during critical planning and execution phases.

Beyond logistical efficiency, the Remote SFA model is strategically designed to ensure seamless knowledge sharing and integration among team members, enhancing the collective intelligence and overall effectiveness of the SFA campaign. This approach allows for smooth personnel rotations in the theatre of operation with minimal disruption, thanks to well-managed handover-takeover phases.

This proposal represents a forward-thinking, adaptive approach to the evolving landscape of security operations. By leveraging the expertise of SFA Specialists in a geographically dispersed yet digitally interconnected manner, NATO can benefit from a resilient, efficient, and sustainable framework for Security Force Assistance campaigns.



Acknowledging the inherent dynamism and unpredictability of SFA operations, the proposal incorporates an additional layer of flexibility within the Remote SFA model. This flexibility allows for the forward deployment of SFA Specialists to the theatre of operation (TO) when deemed necessary and approved by mission command. Such deployment is not merely a contingency measure but a proactive strategy to provide agile and adaptive support during critical junctures, such as handover-takeover or transition phases. This ensures that the Remote SFA function actively shapes the SFA mission's trajectory rather than passively observing.

Remote SFA personnel are envisioned to play a pivotal role in fostering collaborative endeavours with diverse partners. This collaboration extends beyond information sharing to a synergistic process aimed at generating critical knowledge essential for mission success. Positioned strategically, SFA Specialists become integral contributors to a comprehensive intelligence ecosystem, harnessing collective insights from various stakeholders. Their role includes providing nuanced assessments to monitor and track the SFA campaign's progress, involving systematic data collection and processing. Remote SFA personnel thus become key conduits in translating raw data into actionable knowledge, enhancing the mission's decision-making processes and overall operational efficacy.

The proposal's recognition of the need for flexibility transforms into a dynamic operational paradigm. The forward deployment of SFA Specialists becomes a strategic asset, actively shaping the mission in response to emerging challenges. This ensures the Remote SFA model remains resilient and adaptable to the fluid, ever-changing landscape of SFA operations.

A strategic component of implementing the Remote SFA concept involves establishing direct access to and collaborative partnerships with various entities, including national intelligence hubs, academic institutions, think tanks, and relevant international and private organizations.



This multifaceted collaboration forms the foundation of an interconnected network, enriching the Remote SFA function with a comprehensive understanding of the complex security dynamics it navigates.

Engaging with national intelligence hubs provides the Remote SFA with direct access to the latest insights and assessments, enhancing its ability to adapt to evolving threat landscapes. Collaboration with academic institutions brings scholarly expertise, research capabilities, and a wealth of theoretical knowledge, strengthening the decision-making processes within the Remote SFA framework.

Moreover, partnering with think tanks grants access to strategic analyses, policy recommendations, and scenario planning, crucial for shaping NATO's SFA strategic approach. Including relevant international and private organizations further broadens the scope of expertise, introducing diverse perspectives, resources, and real-world experience essential for addressing the multifaceted challenges of SFA missions.

This extensive collaborative network forms a dynamic ecosystem that enriches the Remote SFA's knowledge base. By actively engaging with these entities, the Remote SFA extracts valuable insights and contributes to the collective intelligence pool. This reciprocal relationship ensures a continuous exchange of information, fostering shared understanding and expertise, thereby strengthening NATO SFA's overall operational capabilities.

Collaborating with external partners and stakeholders is a strategic imperative for the Remote SFA. This approach not only bolsters the Remote SFA's knowledge repository but also creates a dynamic ecosystem capable of addressing the complexities and challenges inherent in SFA missions with agility and foresight.



### 3. THE SFA SPECIALIST

The role of the SFA Specialist was conceived from insights gathered during the analysis phase of creating the "SFA Operator Profile." This analysis underscored the critical need for selecting and training dedicated professionals to support SFA operators in advisory, mentoring, and training roles. These specialists would receive rigorous training to empower SFA operators in achieving their mission objectives.

SFA Specialists should be integrated into regionally oriented organizations supporting specific operational areas. This approach facilitates the acquisition of in-depth knowledge about counterparts, fostering lasting connections with local forces. By being part of a dedicated organization, these specialists address identified gaps in training, mentoring, and advising, often resulting from the high turnover of personnel.

According to the SFA Operator Profile Report, SFA Specialists should be capable of short-term deployments and serve as the mission's institutional memory. This role is crucial for effective knowledge transfer and mission execution. Over time, their established networks with local forces help maintain trust, credibility, and shared values, mitigating the challenges posed by frequent personnel rotations and enabling more concentrated and effective efforts.

The role profile should include the following foundational features and skills:

Feature	Description
Educational Background	University-level education.
Operational Experience	Experience in missions as an advisor or SFA Operator.
Specialized Training	Completion of specialized SFA training and education.
Cultural Proficiency	Deep cultural literacy, enabling a comprehensive understanding of socio-cultural dynamics within the deployment region.
Linguistic Competence	Proficiency in the spoken language of the deployment region, facilitating precise communication and nuanced analysis.
Operational Flexibility	Capability to be deployed in critical situations and function cohesively within mixed teams of permanent civilian staff and military personnel.



Beyond these fundamental characteristics, SFA Specialists must possess a distinct skill set essential for proficiently monitoring and evaluating mission progress. Central to these skills is the ability to conduct thorough analysis and manage information and knowledge effectively.

By appointing a network of specialized personnel trained in analysis and assessment, with a curriculum tailored to regional and cultural contexts, NATO can significantly enhance the precision, relevance, and effectiveness of its evaluation model.

**a. The pillars of continual assessment and knowledge development: analysis, metrics, and information.**

***i. The relevance of analysis: building a robust analytical workforce.***

In today's data-driven decision-making landscape, organizations recognize the crucial role of personnel with advanced analytical skills. This section explores the challenges of acquiring such highly professional profiles and emphasizes the need for organizations to prioritize excellence in analytical competencies. A successful paradigm shift hinges on a meticulous selection process for individuals assigned to these pivotal roles, ensuring they either have a professional background in the field or undergo comprehensive training and education to develop the required proficiency. These analysts play a direct and instrumental role in shaping strategic decision-making within the organization.

The multifaceted nature of contemporary organizational environments demands a nuanced understanding of data, trends, and potential implications. Therefore, individuals in these roles must possess analytical acumen and a keen awareness of the broader strategic landscape. This necessitates a holistic approach to their training and education, encompassing technical skills and fostering a strategic mindset.



For personnel lacking a professional background, the training and education program becomes indispensable to fill the knowledge gap. This program should immerse individuals in data analysis, trend identification, and scenario evaluation. Furthermore, it should extend beyond technical skills, delving into critical thinking, problem-solving, and effective communication. A well-rounded analyst processes data, interprets its relevance within the broader context, and identifies patterns and insights that may elude a cursory analysis.

Investing in personnel for roles influencing strategic decision-making goes beyond mere recruitment. It is a strategic commitment to developing and enriching the workforce, ensuring they meet the immediate demands of their roles and adapt to the evolving landscape of analytics. Consequently, a well-conceived and executed training and education program becomes a cornerstone in building a dynamic and forward-thinking analytical team.

**The rarity of highly professional profiles:** One of the primary challenges in cultivating a workforce with advanced analytical skills is the scarcity of personnel with such a highly professional profile. The ideal profile for an analyst to monitor and evaluate SFA activities should encompass unique attributes. This involves showcasing proven experience in data processing and analysis roles, a successful track record in handling complex data, and data cleaning and preparation expertise. Additionally, the person should demonstrate proficiency in formulating risk and operational analysis methodologies and performance audits. Analysts should excel in descriptive, prescriptive, and predictive analytics to round out this comprehensive skill set. Moreover, a crucial competency lies in mapping and translating organizational requirements to integrate technological solutions seamlessly. In summary, these capabilities define the qualities of a professional who already inherently possesses cultural acumen, effective communication, and strong problem-solving skills.



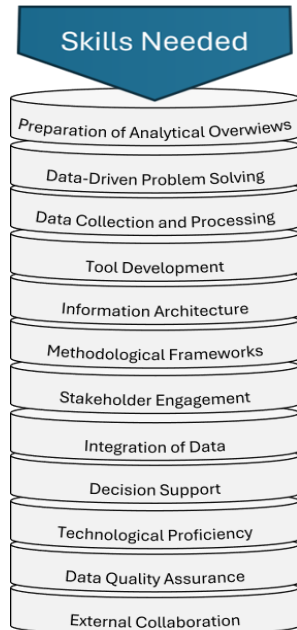
**Crafting the appropriate profile for the position:** Realistically, individuals with sound data analysis expertise are often already employed in diverse branches, making them a coveted and limited resource, unlikely to fit the SFA Specialist role. Despite this scarcity, SFA-oriented organizations must aspire to make this high level of proficiency the standard in an optimal scenario. To bridge the gap in the availability of highly skilled personnel, it is critical to invest in the targeted training programs mentioned earlier in the paragraph to equip individuals with the competencies to cover the domains outlined below. It serves as a comprehensive guide for shaping analytical personnel who can skilfully navigate the complexities of the modern analytical landscape.

**Preparing Analytical Overviews:** Personnel should be adept at synthesizing information from diverse sources to generate comprehensive analytical overviews, facilitating informed decision-making processes.

**Data-Driven Problem Solving:** Proficiency in utilizing data-driven techniques, including statistical methods and visualization, is essential for analysing problems, modeling events, and uncovering valuable insights.

**Data Collection and Processing:** Training programs should emphasize the acquisition of skills related to the collection and processing of data, ensuring accuracy and relevance for analytical purposes.

**Tool Development:** Competent personnel should be capable of creating and enhancing data visualization and analysis tools, contributing to the efficiency of the analyti-







**Information Architecture:** Individuals should be involved in setting up information architectures that align with organizational requirements, ensuring a structured approach to data management.

**Methodological Frameworks:** Contributing to the development of methodological frameworks for data analysis is crucial, establishing standardized procedures for consistent and reliable results.

**Collaboration and Stakeholder Engagement:** Effective collaboration with stakeholders is emphasized, encompassing the provision of statistics, ad-hoc analysis, situational overviews, and analytical insights.

**Integration of Additional Data:** Personnel should be skilled in identifying and integrating supplementary data and sources into assessment processes to meet operational needs.

**Decision Support:** Supporting decision-making processes through the delivery of analytical products and materials is a critical competency that should be honed through training.

**Technological Proficiency:** The development of web-based tools for operational-level simulations and thematic simulations is essential for staying abreast of technological advancements in the analytical field.

**Data Quality Assurance:** Ensuring and promoting the quality of both data and analytical products is fundamental to maintaining the credibility and reliability of the analytical insights provided.

**External Collaborations:** Managing interactions with external entities partnering the organization in achieving mission goals is a skill that contributes to the broader impact of analytical efforts.



**ii. Metrics:** The foundational aspect of developing, utilizing, and interpreting appropriate metrics for monitoring and evaluating processes is closely tied to the analysis theme. NATO has established a robust metric system related to SFA activities, with mission orders, especially the Advisory Plan, delving into the topic extensively and offering comprehensive guidance on approaching metrics of effectiveness and performance. Unfortunately, due to the classified nature of these documents, referencing their content in this paper is not feasible. Nevertheless, the focus here is not on questioning the quality of NATO's metric design, nor does the SFA COA challenge its validity.

The inadequacy of metrics is another well-known issue from past operational experiences in SFA, and the operators strongly criticized methods adopted through time.

*“Assessing the development of Afghan warfighting and security governance capabilities was extraordinarily difficult. It was hard to gather reliable information, especially in remote areas, and methods for measurement kept changing. Since 2005, the military’s system of tracking ANDSF performance metrics changed at least four times. Until the Capability Milestone rating system was replaced in 2010, metrics focused solely on inputs and outputs, masking the effects of such performance-degrading factors as poor leadership and corruption. Each iteration emphasized different inputs and analysed different levels of command; each varied in their thresholds for achieving a given score; in many cases, each used different words to describe individual rating levels. In addition, in our 2017 report on reconstructing the ANDSF, we determined that the Capability Milestone rating system was both inconsistent and created disincentives for the ANDSF to improve, since improvement meant the withdrawal of coalition support. From 2010 to 2013, during the peak of the U.S. and NATO’s military surge, the Commander’s Unit Assessment Tool alone changed its performance measurements four times, making long-term tracking of ANDSF progress impossible. Although the United States, NATO, and the Afghan government all agreed that the goal was an independent security force, the highest recorded measurements of ANDSF performance, in April 2010 and August 2011, was “independent with advisors”—a self-contradictory designation which marked a complete disconnect from the agreed-upon goal of establishing self-sufficiency. By October 2010, the lowest level of performance was changed from “ineffective” to “established,” removing any metric that would reflect a negative performance.”<sup>7</sup>*

<sup>7</sup> SIGAR – Special Inspector General for Afghanistan Reconstruction, Why the Afghan Security Forces Collapsed, Feb 2023



This paper aims to shift the discussion toward the professional expertise that the personnel should possess to fully leverage the chosen metrics for assessing progress and, consequently, the adequacy of the correspondent preparation of personnel assigned to such tasks. This involves scrutinizing the extent of the involvement of these individuals in influencing decision-making, which is intended to catalyse the suggested changes by interpreting the data derived from the metrics.

Proficient metrics play a crucial role in practical analysis, making the expertise of highly trained personnel in their development and utilization pivotal to the monitoring system. The following paragraph delves into fundamental principles guiding the design and implementation of metrics. The objective is to underscore the complexity of the topic, emphasizing that not only should the right metrics be employed, but the targeted preparation to address the matter effectively should not be underestimated. This is essential given the potential adverse impact of such underestimation on the overall evaluation systems.

Entities across different sectors, encompassing industry, federal agencies, academia, and organizations, harbour a spectrum of objectives in their endeavours to craft metrics. Within the industrial landscape, metrics have served as longstanding tools for gauging progress in pursuing business objectives. They offer a mechanism to identify areas for potential adjustments, optimize performance dynamics, and ultimately contribute to the augmentation of profits. In academia, metrics are a supplementary tool to peer evaluation in pivotal decisions such as faculty hiring or promotion. They play a crucial role in resource allocation among departments and facilitate performance comparisons between departments across various universities.

Organizations, including governmental bodies, notably exemplified by NATO, are increasingly relying on metrics.



This trend is not merely a functional necessity, but a strategic choice driven by a dual purpose. On the one hand, metrics are instrumental in efficiently managing diverse programs, enabling organizations to navigate complexities and streamline operational efficacy. On the other hand, there is a growing recognition that metrics play a pivotal role in enhancing organizational accountability to the public. Organizations can transparently showcase their performance by employing metrics, aligning with a broader societal need for openness and responsiveness.

In essence, the landscape of metric development finds its expression in the varied goals pursued by industry players and organizations alike. From the business-centric realm of industry, aiming to optimize profitability, to the governance-focused sphere of organizations striving for increased transparency and accountability, the utilization of metrics reflects an evolving landscape where measurement becomes a strategic imperative for progress and success. In this context, the realm of SFA is no exception. In alignment with diverse entities, NATO requires metrics to ensure the assessment of mission progress is reliable and tailored to its intended purpose. A robust comprehension of metrics should be a shared foundation among all stakeholders involved in the SFA field.

Before embarking on metrics creation, it is essential to lay a robust foundation by formulating a solid strategic plan. A robust strategic plan serves as the guiding framework that outlines the overarching objectives, goals, and the course of action to be undertaken by an organization. It acts as a compass, providing direction and purpose.

Conversely, metrics are crucial in this strategic landscape as quantifiable measures that gauge progress toward achieving the stated goals. They function as the analytical tools that enable organizations to assess their performance and evaluate the effectiveness of their strategies.



However, the meaningfulness and relevance of metrics are intricately tied to the context within which they operate – the strategic plan. Metrics derive their significance from being aligned with the objectives and milestones outlined in the strategic plan. Without this contextual framework, metrics risk becoming arbitrary numbers devoid of purpose or actionable insights.

The symbiotic relationship between a well-crafted strategic plan and the accompanying metrics is integral to the success of any organizational initiative. The plan sets the stage, providing the overarching vision and roadmap, while metrics serve as the navigational instruments, offering real-time feedback and insights into the progress made. Together, they form a cohesive and dynamic duo, ensuring that actions are purposeful and measurable, fostering a cycle of continuous improvement and adaptability.

*“The strategic plan must include the intellectual framework of the program, clear and realizable goals, a sense of priorities, and coherent and practical steps for implementation. The best metrics are designed to assess whether the effort and resources match the plan, whether actions are directed toward accomplishing the objectives of the plan, and whether the focus of effort should be altered because of new discoveries or new information. Metrics, no matter how good, will have limited use if the strategic plan is weak.”<sup>8</sup>*

However praiseworthy the quality of the strategic plan may be, it is essential to recognize that the effectiveness of any assessment hinges not only on the plan itself but also on the precision and realism embedded in the metrics utilized. In this regard, the accuracy and realism of metrics play an indispensable role in ensuring an evaluation process characterized by objectivity, impartiality, and usability. A misuse of metrics and reporting must be avoided.

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<sup>8</sup> National Research Council of the National Academies, *Thinking Strategically – The Appropriate Use of Metrics for the Climate Change Science Program* - NATIONAL ACADEMY PRESS.



*“A 2009 global study on M&E in U.S. government agencies concluded that “bureaucratic incentives do not support rigorous evaluation or use of findings.” Two thirds of a group of external evaluators polled for the study “agreed or strongly agreed that USAID cares more about success stories than careful evaluation.” One evaluation expert stated that some people were hired for the sole purpose of writing success stories.”<sup>9</sup>*

Metrics, as the quantifiable yardsticks of progress, must align with the objectives outlined in the strategic plan and be grounded in accuracy that reflects the actual state of affairs. An accurate representation is vital for obtaining reliable and unbiased insights, enabling stakeholders to make informed decisions based on the most faithful reflection of performance.

Realism in metrics further contributes to the credibility of the assessment by acknowledging the practical constraints and challenges that may be encountered during the implementation of the plan. When metrics accurately capture the nuances and intricacies of the real-world scenario, they enhance the overall reliability of the evaluation, providing a comprehensive understanding of the outcomes achieved concerning the intended goals.

**To enhance strategic analysis, metrics have to...**

- ➔ be catalysts for progress
- ➔ inspire proactive measures
- ➔ gauge progress and underlying processes
- ➔ capture diversity and complexity of the activity
- ➔ undergo continuous evolution

<sup>9</sup> SIGAR Report, THE RISK OF DOING THE WRONG THING PERFECTLY: MONITORING AND EVALUATION OF RECONSTRUCTION CONTRACTING IN AFGHANISTAN, July 2021



Therefore, it is imperative to underscore that, regardless of the inherent quality of the strategic plan, the symbiotic relationship between the plan and metrics necessitates alignment and a commitment to accuracy and realism in measurement. This dual focus ensures that the evaluation process remains robust and transparent and reflects progress, fostering an environment conducive to continuous improvement.

In summary, the essence of robust metrics lies in their ability to enhance strategic analysis. This paragraph introduces a handful of guiding principles to direct the choice of metrics for utilization.

- a. Metrics should act as catalysts for progress rather than impediments. A well-crafted metric should inspire proactive measures aimed at the continuous improvement of the program, be it through incorporating novel measurement techniques or adopting innovative applications and tools.
- b. Metrics should be readily comprehensible and enjoy broad acceptance among stakeholders. Achieving acceptance is facilitated when metrics are derived from existing sources or established mechanisms for information gathering. It is vital to avoid stipulating measurement requirements that are difficult to attain or are not perceived as beneficial by stakeholders. This becomes incredibly challenging in innovative or multidisciplinary domains that have yet to establish inherent mechanisms for assessment.
- c. Metrics should gauge not only progress but also the underlying processes. Any program's success is contingent on many factors, encompassing the procedural aspects and the tangible progress. Evaluating the process and progress is crucial for every program, with its significance particularly heightened in large, complex programs.



- d. Metrics should accurately capture the diversity and complexity of the program. A comprehensive assessment of it entails examining the processes employed to achieve its goals, encompassing progress across all its dimensions, from inputs and outputs to outcomes and impacts.
- e. Metrics should undergo continuous evolution to align with the pace of progress and program objectives. The development of metrics is an iterative learning process where initial attempts may not be flawless. Through ongoing practice and adjustments based on insights gained from previous experiences, meaningful measures can be crafted. This iterative journey not only refines the metrics but also elucidates the essential information that must be gathered to evaluate them appropriately.
- f. The establishment and utilization of meaningful metrics demand considerable allocations of human, financial, and computational resources. This undertaking, especially when focusing on quality metrics, goes beyond a simple accounting exercise. The evaluation of programmatic plans, progress, and outcomes requires substantial resources involving the expertise of professionals to conduct comprehensive reviews. Funding is a crucial component to sustain the logistical aspects of these assessments. In other words, a well-rounded strategic plan, with a growing emphasis on quantifiable outcomes, should encompass many evaluations, including the implication of financial aspects to allocate resources to improve the efficiency of the evaluation process.





**iii. Information Management:** a central challenge involves leveraging information to instigate essential change, and the broader data management issue is not new. Years of gathering feedback and lessons learned from various agencies engaged in reconstruction and reform programs reveal the difficulty in ensuring that the collected information is effectively disseminated and subsequently used to implement suggested adjustments, thereby achieving the desired effects.

An efficient system should operate as a dual-purpose solution since the database management falls under the purview of personnel overseeing mission monitoring, particularly the SFA Specialist operating the Remote SFA capability. Firstly, SFA Specialists involved in tracking the mission's progress and evolution, utilizing the analytical information integral to the database management process, can anticipate potential issues and propose adjustments when necessary. Secondly, deployed advisors will directly connect to the Remote SFA team, facilitating quick access to historical knowledge for any essential purposes.

To affirm that challenges stemming from decision-making based on large volumes of diverse information impact not only military organizations but also a broader array of agencies operating in complex environments, a compelling perspective is offered by observing again the case of USAID in Afghanistan.

*“As with the chapter on USAID, this chapter is structured around two key aspects of Monitoring & Evaluation (M&E): finding the right metrics to assess progress and acting on information provided by monitoring and evaluation....Even when information gleaned from program monitoring was eventually absorbed, it was not always consistently acted upon. There were times when problems identified by monitoring reports remained unresolved for years.... Bureaucratic, legal, and technical obstacles often prevented State from consistently using information provided by M&E to modify programs or contracts.”*



*“Relevant, accurate data is the foundation of M&E, but data collection has been a challenge for State. Some bureaus lack the resources to collect needed data, or fear that a negative evaluation based on unflattering data will result in a funding cut. Moreover, it is not always clear what data is relevant, nor is it always obvious what constitutes an appropriate amount.”<sup>10</sup>*

For these reasons, having the right personnel to handle this task is imperative. The subsequent part of this paragraph underscores the significance of information management in enhancing collective knowledge and aligning it with organizational goals. This highlights why information management stands at the core of the skill set considered crucial for SFA Specialists within the Remote SFA Capability.

To address the persistent challenge of insufficient historical awareness regarding past activities and achievements, a practical remedy involves the establishment of a **database**.

This database would empower current personnel to input identified mistakes and share valuable tips for their successors, facilitating smoother handovers. The primary goal of these suggestions is to enhance institutional memory and ensure seamless transitions between rotations.

### Advantages of a Database

- + Empower personnel to input mistakes and share valuable tips
- + Facilitation of smoother handovers
- + Ensuring seamless transitions between rotations
- + Introduction of formal procedures as well as informal insights

Figure 7

<sup>10</sup> SIGAR Report, THE RISK OF DOING THE WRONG THING PERFECTLY: MONITORING AND EVALUATION OF RECONSTRUCTION CONTRACTING IN AFGHANISTAN, July 2021



To implement this, it is essential to introduce protocols and a comprehensive database that includes formal procedures and informal insights or recognized errors. It is important to emphasize that NATO already has a system in place for collecting inputs to be analysed for future adaptation: the ANET. However, a limitation of this system becomes apparent in terms of its accessibility to the end users. The restricted availability of the application poses a specific challenge, leading to significant limitations, including insufficient training and a lack of advanced analytical tools.

Nevertheless, an essential and overarching concern has surfaced based on the insightful observations garnered from the deployed personnel. This concern revolves around the potential encumbrance of bureaucratic procedures in the seamless sharing of knowledge when contemplating implementing an Information and Knowledge Management system designed for this purpose. In essence, there is a discernible apprehension that introducing such a system might inadvertently create bottlenecks, hindering the fluid dissemination of critical information among stakeholders.

Consequently, addressing this concern is paramount to the success and efficacy of the envisioned system. To navigate this challenge, a strategic emphasis must be placed on ensuring the database's accessibility. The imperative lies not merely in establishing a repository of information but, more importantly, in crafting a framework that facilitates user-friendly and expeditious access to the knowledge housed within the system.

Therefore, the call to action is to design and implement a system that transcends the traditional bureaucratic barriers, fostering a culture of easy and open access to information. This, in turn, will enhance the collaborative spirit and efficiency of the system, ultimately contributing to the overarching goals and mission at hand.



To effectively address the potential challenges associated with the complexity of database management, it is worth considering adopting an approach that involves delegating management responsibilities to a dedicated and specialized team. Such a team, equipped with the requisite skills and expertise, would oversee and optimize the database infrastructure.

In general, by establishing a dedicated structure for database management, organizations can proactively mitigate the risk of operational inefficiencies and ensure that the database remains responsive to evolving operational needs. This approach acknowledges the growing intricacies of information and data management and emphasizes the importance of having a streamlined and well-organized system that can adapt to dynamic requirements. Implementing this approach is highly likely to generate substantial benefits for NATO's SFA strategy as well.

The role of this specialized team extends beyond mere maintenance; it encompasses a proactive stance toward efficient data analysis. By entrusting this responsibility to individuals with a deep understanding of database architecture and data processing, it is possible to enhance the capacity to extract valuable insights in a timely manner. This, in turn, contributes to informed decision-making and a more agile response to emerging challenges and opportunities.

Furthermore, allocating responsibilities within the dedicated database management team fosters a cohesive and collaborative environment. Team members can work synergistically to optimize database performance, implement best practices, and troubleshoot issues promptly. This collaborative effort not only ensures the smooth functioning of the database but also cultivates a culture of continuous improvement within the organization.



Additionally, establishing a dedicated team allows for implementing proactive measures, such as regular performance monitoring, database tuning, and capacity planning. These activities contribute to the prevention of potential process failures, thereby maintaining a high level of reliability and availability. The team's proactive approach also facilitates identifying and implementing technological advancements and innovations, aligning the knowledge infrastructure with industry best practices.

In conclusion, delegating the management of databases to a specialized and dedicated team represents a viable approach to address the challenges posed by the lack of historical knowledge during transition phases and beyond. This ensures the efficient handling of the database and empowers the organization to harness the full potential of its data for informed decision-making.

**NOTE:**

“Information management is a cycle of processes that support the organization's learning activities: identifying information needs, acquiring information, organizing and storing information, developing information products and services, distributing information, and using information.”

“Organizational intelligence represents a continuous cycle of activities that include perceiving the environment with all its elements, using memory related to past experiences to assist these perceptions, developing and interpreting perceptions to produce meaning, and taking action based on these meaningful interpretations. This meaningful process is called the organizational intelligence cycle.”

“Information management is the management of organizational processes and systems that acquire, create, organize, distribute, and use information. According to a process view of information management, IM is a continuous cycle of six closely related activities:

- identification of information needs
- acquisition and creation of information.
- analysis and interpretation of information.
- organization and storage of information.
- information access and dissemination.
- information use.<sup>11</sup>

<sup>11</sup> Professor Chun Wei Choo, University of Toronto, Faculty of Information Ph.D



## **b. The Lessons Learned Process.**

*i. Integrating the process.* Lessons Learned process constitute an integral part of the information management and knowledge development process, forming the foundation of any continuous improvement cycle. In the Remote SFA Organization context, the crucial role of SFA Specialists in the Lessons Learned process is paramount. They would play a central role in conscientiously tracking SFA-specific Lessons Identified and actively contribute to their development, collection, and effective dissemination throughout the organization. This paragraph outlines a set of considerations to bolster the current Lessons Learned process, emphasizing a more centralized focus on SFA. It suggests involving dedicated personnel and implementing a few supplementary steps to enhance the accuracy of the information gathered.

SFA Lessons Learned necessitate a dedicated procedural framework, requiring a bespoke, iterative approach involving multiple revision steps before reintegrating into the stream for future adaptability to identified changes. A practical choice could be establishing a panel that operates like an “SFA LL board” comprising experts in SFA and analysis. This panel would be tasked with directly supporting the NATO Joint Analysis and Lessons Learned Centre (JALLC) in the process of evaluating the observations submitted. Submitters should be available for interviews by the “SFA LL board” acting as a technical control panel. The board's focus should be on the relevance and thoroughness of observations concerning campaign goals.

Upon the culmination of the process, it is essential to establish a dedicated channel for the dissemination of SFA LI among all members comprising the community of interest in SFA. This inclusive group encompasses present and past advisors, trainers, mentors, and SFA Specialists. Following the principles of knowledge development, the goal is to foster a seamless exchange of insights and experiences related to SFA.



## **ii. Building advisory preparedness on the insights gained from Lessons Learned.**

Personnel appointed to advisory roles should be briefed about the historical records of observations, and lessons learned processed and published related to their field of employment and respective remedial actions implemented throughout time. The transfer of a thorough knowledge of the progress made and the developments across the mission should be an integral part of the training curricula of personnel appointed to deploy in the SFA Mission.

This directly links to the nature of SFA being a long-sustained effort, which implies that the more historical knowledge gets shared across as many levels as possible, the less there is a chance of repetition and stagnation, which will negatively impact not only the progress of the recipients of the advising activity but also the generate frustration in both advisors and advisees.

Considering the significance of these factors, it is crucial to afford upcoming advisors an in-depth introduction to the latest analyses derived from lessons learned in the past.

Providing this thorough insight is considered pivotal and foundational for their preparedness and efficacy in future roles. By delving into the most current analyses, advisors gain a nuanced understanding of the challenges and successes encountered in the past, enabling them to navigate complexities and contribute meaningfully to ongoing and upcoming initiatives.



#### 4. IN SUMMARY

Amidst the extensive dialogue on the factors influencing the effectiveness of SFA over time, a subject widely explored in literature, this document aims to contribute by explicitly addressing the continuity issue. Numerous factors, from personnel selection and training to aligning objectives with the local institutions receiving advisory support, hinder the comprehensive efficacy of SFA. The challenge extends to the critical phase of transitioning responsibilities between staff members involved in operations, posing a risk of disrupting the continuity essential for achieving predetermined objectives. This endangers the efforts invested thus far, emphasizing the need for a seamless transition process to ensure that progress is not lost.

The issue is widely acknowledged and undoubtedly presents a complex challenge. Contributing to the complexity are factors such as variations in political orientations that dictate the level of commitment from different nations based on their national interests. Additionally, diverse cultural perspectives on the fundamental concept of SFA, its efficacy, and its long-term sustainability further complicate matters. Moreover, the persistent absence of standardization in selecting and training personnel dedicated to advisory activities adds to the inherent challenges.

As emphasized in the document, it's evident that advisors are frequently selected from individuals who may not necessarily possess the professional, intellectual, and human qualifications required to carry out their tasks effectively. Nonetheless, in this context, it's crucial to emphasize the following. While it is documented in some instances that the lack of advertising of advisory roles has been observed, it cannot always be attributed solely to a lack of institutional willingness to recognize SFA as a priority and necessary endeavour for ensuring stability in today's geopolitical landscape. Frequently, pre-existing dynamics and requirements contribute to the unavailability of adequately qualified personnel for this purpose.





Essentially, these reflections warrant reevaluating national selection and training systems to cultivate a sufficiently sized and well-prepared pool of personnel for mission deployment. However, the challenge extends beyond mere restructuring, as the factors influencing the designation of personnel based on national prerogatives are inherently resistant to significant influence. While potential reviews are conceivable, any adjustments would likely be subject to only partial negotiation and contingent upon the willingness and availability of each member state to engage in such discussions.

With a comprehensive grasp of these dynamics, the SFA COE proposes an alternative approach to analysing the issue, shifting the focus towards the system responsible for monitoring mission progress and its subsequent success. In this new perspective, central importance is placed on the personnel responsible for processing data from the theatre of operations. Their role is pivotal in informing the strategic decision-making process facilitating the necessary adjustments crucial for the campaign's success.

With this goal in mind, the SFA COE introduces the concept of Remote SFA to the SFA community. This structure serves the dual purpose of enhancing coherence between decision-making and operational levels while ensuring greater continuity in advisory activities conducted within the operations area. The solution addresses the persistent challenge arising during transitions by partially transferring the responsibility of preserving the historical memory of interventions and progress achieved to dedicated personnel (the SFA Specialists) who can provide sustained long-term commitment to the role.

The primary aim of the Remote SFA model is to shift the temporal orientation guiding SFA assessment activities. This departure from the conventional approach extends the mission mandate beyond a limited timeframe, emphasizing a more comprehensive and sustained engagement throughout the entire campaign duration.



By extending the monitoring temporal horizon, the Remote SFA model seeks to foster a deeper integration of support throughout the entire lifecycle of the campaign. This departure from the conventional assessment timeframe aims to enhance the effectiveness and impact of the assistance provided.

Concurrently, the effective implementation of SFA activities hinges on the invaluable support of personnel who have not only cultivated a profound understanding of the nuanced characteristics and challenges inherent to the specific theatre of operations, but also demonstrated a keen awareness of institutional dynamics. This multifaceted comprehension extends to recognizing the intricacies of key figures' turnovers within Host Nations' critical institutions over a time span beyond a single tour of mission.

A pivotal aspect of this approach involves the deliberate cultivation and meticulous maintenance of a robust network of contacts. Strategically nurtured connections serve as a dynamic web beyond merely exchanging information. Essentially, they embody the lifeline through which the SFA Specialists establish themselves as pivotal figures. This positioning provides a solid foundation for initiating and sustaining long-term dialogues with key stakeholders.

In navigating the intricate landscape of SFA, these specialists emerge as essential elements in the delicate interplay of relationships. Their role extends beyond conventional advisory functions, evolving into indispensable conduits that foster mutual understanding, cooperation, and synergy. As these specialists become trusted entities within the network, their influence becomes instrumental in bridging gaps and facilitating effective communication between the recipients of SFA and their allies. The role of SFA specialists is not to substitute the direct one-on-one interaction between advisors and the Local Security forces they advise. Rather, what SFA specialists contribute is a heightened comprehension of institutional dynamics. This understanding is derived from prolonged monitoring of events over an extended period, allowing for a deeper insight into current occurrences.



The significance of such relational investments cannot be overstated, particularly in recognizing that trust, a cornerstone for mission success, is inherently fragile due to its intrinsic nature. This fragility is exacerbated by the rotational nature of advisors, introducing a continuous ebb and flow of individuals into the operational landscape. Consequently, establishing and preserving trust emerges as a paramount challenge, necessitating a proactive approach to mitigate the potential disruptions that can arise from the rotation of advisors.

Indeed, the SFA COE recognizes that most of the limitations pertaining to the selection and training of personnel, as previously noted for advisors, also apply in the case of SFA Specialists. Within this framework, the proposed model suggests choosing personnel for Remote SFA structures from individuals who do not foresee imminent re-employment or face frequent turnover in their roles. More specifically, potential candidates could be identified among those with the opportunity for a prolonged stay in the same assignment, surpassing the typical three-year rotation standard in most NATO positions.

Like the various national and supranational intelligence structures that benefit from the extended tenure of personnel, fostering knowledge development directly aligned with the attainment of strategic objectives, the concept of Remote SFA presents an opportunity. It would enable to leverage of the input of a highly specialized community dedicated to ongoing operations and serve as a cohesive pool of resources available for future planning.

This also aims to alleviate the inefficiencies associated with sharing experiences, best practices, and lessons learned acquired during the deployment, which, up to now, is a process lacking effective optimization.

There is no consolidated community of advisors with organic and structured coordination for reference.



The management of lessons learned from theatre deployment relies on the NATO system, making sharing cumbersome, as their availability is limited to personnel located at structures with access to the NATO Lessons Learned Portal. This also limits the sharing of valuable information with external bodies whose contributions could be instrumental in identifying crucial and necessary adjustments. Additionally, the fact that personnel designated as advisors often fulfil this role only once before returning to their traditional roles exacerbates these challenges.

Such circumstances significantly diminish the inclination to directly share individual experiences within a community of sector experts. This reluctance, in turn, impedes the broader goal of fostering a collaborative environment for exchanging insights. Such sharing is pivotal not only for the enhancement of ongoing campaigns but also for the continual evolution and progressive adaptation of NATO and its member countries' strategies in the realm of SFA.

By fostering a culture that embraces open dialogue and the free exchange of experiences, a unique opportunity exists for a collective learning process. The amalgamation of diverse perspectives and firsthand accounts within this community of sector experts contributes not only to the refinement of existing campaigns but also plays a crucial role in shaping the future trajectory of NATO's approach to SFA. This collaborative engagement catalyzes innovation, allowing for a dynamic and adaptive response to emerging challenges and evolving security landscapes.

Encouraging a more transparent and inclusive sharing of experiences within this community of experts establishes a foundation for a robust feedback loop. This loop becomes an invaluable mechanism for continuous improvement, facilitating a more agile and responsive SFA framework. The collective wisdom from shared experiences becomes a reservoir of knowledge that informs strategic decisions, policy formulations, and the adaptation of methodologies.



**The proposed model's success hinges on a few yet essential key elements, outlined as follows:**

- i. **Have a permanent structure:** a pool of specialized operators, digitally interconnected though geographically dispersed, forming the foundational core of a community tasked with overseeing the campaign's advancement. Among the most impactful factors is the potential for the designated personnel to possess sufficient preparation for conducting comprehensive analysis and for this competence to grow exponentially over time, maximizing the advantages associated with prolonged tenure in the role. Lastly, the opportunity to solidify relationships within the stakeholders' network is paramount.
- ii. **Be regionally oriented:** the qualifications of SFA Specialists should enable them to acquire a profound knowledge of the historical, social, and cultural dynamics of the operational area they are tasked to assist. Additionally, a functional element to complete their profile would be sufficient knowledge of the local language. Consequently, the Remote SFA model should be organized to structure staff into distinct work teams, each dedicated to supporting various operational areas.
- iii. **Be deployable:** Under normal circumstances, the Remote SFA would function similarly to a reach-back capability, capable of promptly addressing real-time support requests from the theatre of operations. Additionally, the capability would be structured to facilitate the deployment of small teams of SFA Specialists during the rotation phases of contingents in the theatre. These deployments are envisaged to be of brief duration, without predetermined schedules, and accompanied by both a preparation phase for the handover and a monitoring phase following the deployment of incoming units, all conducted remotely.



Tasks that a Reach-Back cell might carry out in SFA efforts

Research and Analysis

- Conduct in-depth research on relevant topics related to SFA development activities.
- Analyse data and trends to provide actionable insights for decisionmakers.

Training Development

- Support the design and development of training programs and materials for SFA Operators.
- Create e-learning modules or instructional materials for remote use.

Subject Matter Expertise

- Provide support as subject matter experts in specific areas related to SFA activities.
- Provide guidance and advice on complex technical or operational issues.

Policy and Procedure Support

- Support the development or policies and procedures update for SFA activities.
- Ensure that procedures align with best practices and current standards.

Remote Advisory Support

- Offer real-time advisory support to on-site personnel via virtual communication channels.
- Provide guidance on problem-solving, decision-making, and overcoming challenges.

SFA Planning

- Contribute to the development of strategic plans for longterm SFA initiatives.
- Assist in the identification of priorities and areas for improvement.

Continuous Improvement

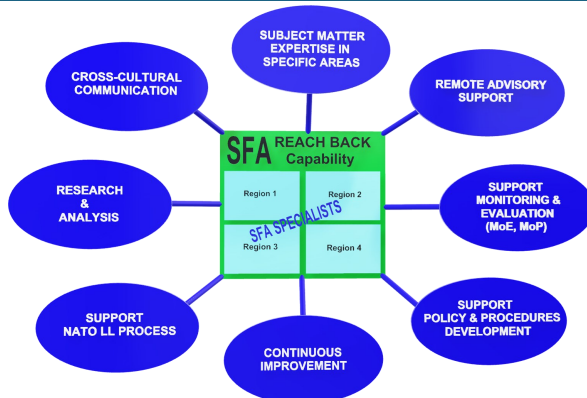
- Regularly review and assess the effectiveness of capacity-building processes.
- Implement changes and improvements based on feedback and lessons learned.

Cross-Cultural Communication

- Provide guidance on effective communication in cross-cultural contexts.
- Support the development of cultural awareness and sensitivity training.

Monitoring and Evaluation

- Establish and maintain systems for monitoring and evaluating SFA activities.
- Analyse feedback and performance metrics to assess program effectiveness.





## 5. CONCLUSION AND RECOMMENDATION

While not asserting that the proposed model is flawless or devoid of implementation challenges and recognizing that the issues associated with SFA missions have long been under scrutiny by the relevant NATO community, the NATO SFA COE contends that a significant contribution to problem resolution can arise from considering the portion of the SFA system not directly engaged in field activities. This examination aims to emphasize how the reassessment of progress evaluation processes and the specialization of staff, coupled with the incorporation of support for reach-back activities, can, to some extent, help mitigate the effects directly tied to the discontinuity resulting from the inherent differences in approaches during transition phases.

While targeted selection and personnel training are essential steps that require specific initiatives, it is undeniably true that a small portion of the organizational structure needed for implementing Remote SFA is already in place and accessible. The assessment of the proposed model must consider the engagement of key stakeholders in the SFA field, as they are the sole possessors of all the information elements and authority required to validate the model. The one presented here is a theoretical outcome derived from academic analysis based on available literature on the topic and observations from staff serving as advisors, to which access was possible. Nevertheless, thoroughly considering the proposed Remote SFA model will likely disclose conditions suggesting a more comprehensive feasibility analysis of the solution.

Lastly, an optimistic approach would propose the feasibility of a partial organizational restructuring within the NCS. A promising initiation for implementing the model involves contemplating the reorientation or integration of certain pre-existing functions at NATO HQs, while at the same time promoting training and employment paths in the SFA field as elements of high professionalization of the staff.



## CHAPTER 2

### MEASUREMENT OF EFFECTIVENESS IN SFA MISSIONS

#### 1. INTRODUCTION

In conducting Security Force Assistance (SFA) missions, determining the effectiveness of operations is crucial. Measurement of effectiveness (MoE) remains a critical challenge for SFA missions. It's essential for SFA personnel to understand that mission inputs do not produce predictable outputs but instead create a complex web of causes and effects. MoE strategies should be established and implemented from the outset, remaining consistent yet responsive to changing environments. These strategies must follow a formalized process rather than an improvised one. MoE systems should incorporate both subjective and objective assessments, based on quantitative and qualitative standards, and be part of an open-loop process that includes re-evaluations, lessons identified (LI), and best practices (BP). The cornerstone of MoE is data collection, which enables comparison of the former, current, and desired states. This comparison considers different approaches, successes in various regions, and other influencing factors. After a baseline assessment and goal setting, the collected data provides an overarching perspective and reveals necessary changes. Assessments need reference values, based on the baseline, and continuous measurements of the current state, ideally at fixed intervals (milestones). Failing to develop and adhere to a MoE system during a mission can threaten desired outcomes and hinder success.

*“The Special Inspector General for Afghanistan Reconstruction (SIGAR) observed such issues during the SFA activities in Afghanistan until the Taliban offensive in August 2021. Inconsistent or absent MoE systems contributed to the instability and inefficiency of SFA activities, leading to the eventual collapse of the Afghan National Defence and Security Forces in the face of the Taliban takeover.”<sup>1</sup>*

To avoid similar issues in future SFA missions, it is vital to address this challenge from the start and consistently implement MoE systems.

<sup>1</sup> Cunningham, J., 2022. Tracking Success and Failure: Monitoring and Evaluating Security Force Assistance, in Insights on Strategic Advising for Security Force Assistance. Chapter 6.





## 2. METHODS OF DATA COLLECTION

Different methods can be used for data collection depending on the SFA mission's needs and possibilities. Not all methods are suitable for every mission. After data collection, it is crucial to process it into MoE, LI, and BP, ensuring all stakeholders have access. This prevents repeated mistakes by personnel from different rotations in the same operational area.

- a. **Interviews** are a well-known tool for data collection, suitable for various contexts. Depending on the required data and available sources, considering local cultural, social, and political backgrounds, different interview formats may be appropriate. Interviews can be conducted with both advisees and advisors, or other individuals involved in the advising process. Group interviews can be used alongside or instead of one-on-one interviews, identifying areas for improvement and best practices.
  - **Structured Interviews:** These involve a set of predetermined questions asked in a standardized manner, facilitating quantitative analysis but potentially missing deeper insights.
  - **Unstructured Interviews:** Characterized by open-ended questions and a lack of predetermined script, allowing for in-depth exploration of interviewees' perspectives but challenging to analyse systematically.
  - **Semi-Structured Interviews:** Combining elements of both structured and unstructured interviews, capturing both quantitative and qualitative data, balancing structure and flexibility.
- b. **Collaboration with Stakeholders** is crucial for measuring the effectiveness of SFA activities, especially for qualitative data. Stakeholder feedback can be collected from any party involved in the mission, providing valuable external perspectives on SFA activities. Methods include focus groups, meetings, surveys, and questionnaires, each offering unique insights and feedback.



- **Focus Groups:** Facilitated discussions with a small group to gather feedback and suggestions, requiring defined objectives, identified participants, and a discussion guide.
  - **Meetings:** Bringing together different elements of a target audience for less directed discussions, useful for identifying lessons learned and shaping future activities.
  - **Surveys and Questionnaires:** Collecting sensitive feedback, optionally anonymously, documenting satisfaction levels, and gathering information on stakeholders' needs and preferences.
  - **Observations and Partnering:** Observing host nation's local forces and partnering foreign units with local forces to identify weaknesses and establish relationships, enhancing the effectiveness of SFA activities.
  - **Mentoring:** Guiding and supporting local forces with a long-term plan, allowing for the implementation of best practices and lessons identified, with assessments conducted by a third party to avoid bias.
- c. **Other additional data collection methods** include using contractors for monitoring, establishing oversight boards, regular stakeholder visits, tracking systems, data analysis software, case studies, and document reviews. These tools help identify patterns, trends, and correlations within the collected data, contributing to a holistic and objective analysis of the mission's effectiveness.

Data Collection Method	Description	Application in MoE
Surveys and Questionnaires	Structured tools for gathering quantitative data.	Measuring stakeholder satisfaction and training effectiveness.
Interviews and Focus Groups	Qualitative methods to gather in-depth insights.	Understanding perceptions, experiences, and challenges.
Observations	Direct observation of activities and behaviours.	Assessing training implementation and operational readiness.
Document Review	Analysing existing documents and records.	Evaluating compliance and progress over time.
Technological Tools	Using devices and software for data collection.	Enhancing data accuracy and efficiency, such as using mobile apps for surveys.



### 3. TOOLS FOR MOE

#### a. Needs Assessment Tools for SFA Activities

Needs assessment tools are essential for identifying the initial conditions, requirements, and gaps within the host nation's security forces before commencing SFA activities. This process ensures that assistance is targeted, relevant, and effective. Below are the primary tools that might be used for needs assessment in SFA activities, along with detailed explanations of their components and applications:

- **Security Sector Assessment Tools** that provides a comprehensive understanding of the current state of the host nation's security sector, including its strengths, weaknesses, and areas needing improvement.

##### **Applications:**

- ◊ To identify critical capability gaps and training needs.
  - ◊ To understand the organizational structure and command hierarchy of the security forces.
  - ◊ To assess the existing resources and infrastructure.
- **Capacity and Capability Assessment Models** with the purpose to evaluate the organizational, procedural, and individual capacities within the host nation's security forces. This assessment helps in designing tailored SFA activities that address specific deficiencies.

##### **Applications:**

- ◊ To determine the current level of institutional capacity and identify areas for development.
  - ◊ To benchmark against NATO standards and best practices.
  - ◊ To prioritize the delivery of SFA packages based on the maturity and criticality of capabilities.
- **Contextual and Environmental Analysis** with the purpose to understand the broader context within which the host nation's security sector operates, including political, economic, social, and environmental factors.



Various tools are available to conduct contextual and environmental analysis. Among the most widely used are the PMESII-ASCOPE matrix.

The PMESII-ASCOPE matrix is a structured approach for analysing the operational environment and understanding the influences on military operations.

***PMESII stands for:***

**Political:** Examining the influence of political structures and institutions.

**Military:** Assessing military capabilities and strategies.

**Economic:** Analysing economic conditions and resources.

**Social:** Understanding social structures and dynamics.

**Information:** Evaluating information flows and communication systems.

**Infrastructure:** Reviewing physical and technological infrastructures.

***ASCOPE stands for:***

**Areas:** Identifying significant areas relevant to the mission.

**Structures:** Examining key structures and facilities.

**Capabilities:** Assessing the capabilities of relevant actors.

**Organizations:** Understanding organizations involved in the operational environment.

**People:** Analysing the impact on and role of people.

**Events:** Considering significant events affecting the SFA activities.

**Applications:**

- ◇ To design SFA activities that are contextually relevant and sensitive to the local environment.
- ◇ To anticipate and mitigate risks associated with political, economic, and social factors.
- ◇ To ensure sustainable and resilient security sector development.



## b. Performance Measurement Tools for SFA Activities

Performance measurement tools are essential for evaluating the outputs, outcomes, and overall effectiveness of SFA activities. These tools help in tracking progress, ensuring accountability, and making data-driven decisions to improve the impact of SFA initiatives. Below is a detailed explanation of performance measurement tool that must be used in SFA activities:

- **Key Performance Indicators (KPIs)** are specific, quantifiable metrics or measures used to assess and evaluate performance, efficiency, effectiveness of activities. These indicators provide valuable data and insights that enable military leadership to make informed decisions, track progress & continuously improve various aspects of the activities in question. To identify relevant KPIs, the following steps can be taken:
  - ◇ **Clarify objectives:** Clearly define the objectives of the advising mission to align KPIs with the intended outcomes, ensuring a focused and purposeful measurement approach.
  - ◇ **Break down objectives:** Deconstruct overarching objectives into specific, measurable components, allowing for the identification of KPIs that address the various facets of the advising mission.
  - ◇ **Involve stakeholders:** Engage relevant stakeholders in the identification process to ensure that KPIs reflect their perspectives and priorities, fostering a more comprehensive and inclusive assessment.
  - ◇ **Consider BP and LI:** Explore established BP/LI in the field to identify relevant and effective KPIs, leveraging standards and successful models for measuring advising mission effectiveness.
  - ◇ **Evaluate KPIs:** Assess potential KPIs using established models, such as the acronym models, to ensure the KPIs are well-defined and align with the advising mission's objectives.
  - ◇ **Benchmarking:** Compare identified KPIs against benchmarks or standards to provide context for performance assessment and facilitate a meaningful interpretation of results.



- ◇ **Limit number of KPIs:** Avoid KPI overload by selecting a manageable number that captures the essential aspects of advising mission effectiveness, promoting clarity and focus in the evaluation process.
- ◇ **Regular review and adjustment:** Establish a routine for reviewing and adjusting KPIs as needed, allowing for flexibility in response to changing circumstances or evolving objectives throughout the advising mission.

KPIs should be specific and measurable indicators that provide insights into the performance and effectiveness of a process.

In the context of the DOTMLPF process taking as an example enhancing urban warfare capabilities, below is a simplified example of how these KPIs might be represented in a chart.

This is a conceptual representation, and the actual metrics and scale would depend on specific data and measurement criteria.

This table provides an overview of the components, associated KPIs, and the units of measurement. The actual values and trends over time would be plotted on a chart or graph for each KPI, allowing SFA Advisors/SFA Specialists to visualize the effectiveness of the improvements made in the urban warfare capabilities based on the DOTMLPF process.

Component	KPIs	Measurement
D	Doctrine Revision Rate	% Revised
O	Organizational Adaptation Time	Time (days)
T	Training Success Rate	% Success
M	Equipment Readiness Index	Composite
L	Leadership Competency Index	Index
P	Urban Warfare Expertise Ratio	Ratio
F	Training Environment Realism Score	Score



Component	KPIs	Measurement
Overall Effectiveness	Mission Success Rate in Urban Environments	% Success
Adaptability	Adaptability Index	Index
Continuous Improvement	After-Action Review Implementation Rate	% Implemented

### ***Measure of Overall Effectiveness example.***

Measuring the overall effectiveness often involves combining multiple factors and KPIs related to the success of the military unit in specific scenarios, in this case, urban warfare. The specific metric for overall effectiveness will depend on the objectives and mission success criteria established for the military unit. Here's one way to conceptualize the measurement of overall effectiveness in the context of urban warfare:

#### ◇ **Overall Effectiveness Metric:**

**Definition:** The percentage of successfully completed missions in urban warfare scenarios.

**Calculation:**                      Number of Successful Urban Missions  
Mission Success Rate =  $\frac{\text{Number of Successful Urban Missions}}{\text{Total Number of Urban Missions}} \times 100$

#### ◇ **Adaptability Index:**

**Definition:** An index representing the unit's ability to adapt to dynamic and complex urban environments.

**Calculation:** This could be a composite index based on factors such as flexibility, responsiveness, and innovation in urban operations.

#### ◇ **Training Success Rate:**

**Definition:** The percentage of personnel successfully completing urban warfare training exercises and simulations.

**Calculation:**                      Number of Successful Urban Training Exercises  
Training Success Rate =  $\frac{\text{Number of Successful Urban Training Exercises}}{\text{Total Number of Urban Training Exercises}} \times 100$



◇ **After-Action Review Implementation Rate:**

**Definition:** The percentage of identified improvements from after-action reviews that have been successfully implemented in subsequent training or operations.

**Calculation:**                      Number of Implemented Improvements  
AAR Implementation Rate =  $\frac{\text{Number of Implemented Improvements}}{\text{Total number of Implemented Improvements}} \times 100$

◇ **Aggregated Overall Effectiveness Score:**

Overall Effectiveness=  $w_1 \times \text{Mission Success Rate} + w_2 \times \text{Adaptability Index} + w_3 \times \text{Training Success Rate} + w_4 \times \text{AAR Implementation Rate}$ .

Where  $w_1$ ,  $w_2$ ,  $w_3$ , and  $w_4$  are weights reflecting the relative importance of each component in determining overall effectiveness.

**Example Aggregated Overall Effectiveness Score**

Component	Weight (w)	Rate (%)	Weighted Contribution
Mission Success Rate	0.4	85	0.34
Adaptability Index	0.3	70	0.21
Training Success Rate	0.2	90	0.180
AAR Implementation Rate	0.1	95	0.095





#### 4. LEVELS OF CAPABILITY AND OVERALL EFFECTIVENESS

When all measures have been determined, they need to be marked with threshold values which can indicate the level the measure equals at a certain point. Furthermore, a number of levels has to be set, which may be higher in a more complex mission. For example, assuming we use four levels for all given measures, the measure of “Which percentage of the meetings gave access to foreign advising personnel?”, could equal the following levels at certain points:

- Level 0: less than 25%
- Level 1: 25- 50%
- Level 2: 51- 75%
- Level 3: 76-100%

In this way, all measures can be categorised into levels – it is crucial to do this before the mission to avoid any possible bias. For non-numerical measures, the different levels can be formulated as descriptions, for example when considering the measure “How well can the local security force perform their tasks, and can they do so independently?”:

- Level 0: Ineffective as a fighting force. Lacks cohesion under minimal threats and no tactical or higher competence demonstrated.
- Level 1: Demonstrates cohesion under ordinary circumstances but demonstrates little tactical proficiency on its own.
- Level 2: Mostly cohesive, demonstrates the ability to lead and execute tactical operations independently.
- Level 3: Cohesive under difficult circumstances, able to conduct complex operations independently while demonstrating a good command of tactics.



As soon as the baseline capability assessment is done, the measures can be categorised according to their level. Subsequently, this must be done continuously during the mission at previously set milestone dates, as well as at the end of the mission. This can give the personnel an overview of the changes over time, which, in a very simple way, shows the overall effectiveness of the mission.

This change can then also be categorised into levels, which can be interpreted as the overall effectiveness of the mission. This needs to be coherent with the previous number of levels used for the measures themselves, so if we consider the previous example, there would be four possible levels of overall effectiveness. They can be determined by collecting all levels of improvement of the measures, weighting them if necessary, and then summarising them into one overall level.

For example, if the measure of access to meetings has risen from Level 0 to Level 2 during the mission, and the measure of the capability of the local security force has risen from Level 0 to Level 1, we can now form the mean value of those two measures (which, in our example, are the only MoE). Assuming the measure of the capability of the local security force is more important for the overall mission, we weigh it double the other measures – which then adds up to an overall Level 2 of effectiveness.

This can then be used to show progress to decision makers, with the option to break down the calculations and see which measures performed worse than others, so which areas need adjustment or work well.



## 5. CONCLUSION AND RECOMMENDATION

The MoE process is undeniably pivotal to the success of SFA missions. However, its value is realized only when it is actively applied and continuously adapted to accommodate and drive change. Recognizing and learning from failures is essential to this process. It is imperative that the partner nation takes the initiative to develop and implement its own MoE process to the greatest extent possible, thereby maintaining ownership for the development activities.

For an SFA mission to achieve continuous improvement, MoE processes must be integrated into its core operations. This integration allows the mission to learn from past mistakes, avoid repeating them, and make necessary adjustments for ongoing enhancement and adaptation.

Once the MoE process is established, the next critical step is to develop a comprehensive data-sharing protocol. This protocol should ensure that all potential stakeholders are included in the learning process, facilitating the continuous improvement of procedures within the SFA community. By doing so, the mission can foster a culture of collaboration and shared knowledge, ultimately leading to more effective and resilient operations.

### **Recommendations:**

- *Comprehensive Training Programs:* Provide thorough training for all personnel involved in SFA activities on the importance and implementation of MoE processes.
- *Develop Clear MoE Metrics:* Establish clear, quantifiable metrics to evaluate the effectiveness of various aspects of the mission.
- *Implement a Feedback Loop:* Create a robust feedback mechanism where data collected from MoE processes is regularly analysed and used to make informed decisions.
- *Partner Nation Involvement:* Partner nation involvement in the MoE process through joint training sessions, shared responsibility in data collection and analysis, and collaborative development of metrics and objectives.
- *Regularly Review and Adapt MoE Processes:* Set up regular intervals for reviewing and adapting the MoE processes.

**LIST OF ACRONYMS**

ACT	Allied Command Transformation
ACO	Allied Command Operations
ANDSF	Afghan National Defense and Security Forces
ANET	Advisory Network
ASCOPE	Areas, Structures, Capabilities, Organizations, People, Events
AAR	After-Action Review
COE	Centre of Excellence
CB	Capacity Building
COA	Course of Action
CIS	Computer Information Systems
DOTMLPF	Doctrine, Organization, Training, Materiel, Leadership and Education, Personnel and Facilities
EUMAM	European Union Military Assistance Mission
HQ	Headquarters
HOTO	Handover Takeover
JALLC	Joint Analysis and Lessons Learned Centre
JFCNP	Joint Force Command Naples
KPI	Key Performance Indicators
LI	Lessons Identified
LL	Lessons Learned
MOE	Measurement of Effectiveness
MOP	Measurement of Performance
M&E	Monitoring and Evaluation



**LIST OF ACRONYMS**

NLLP	NATO Lessons Learned Portal
NMI	NATO Mission Iraq
NLLP	NATO Lessons Learned Portal
NCS	NATO Command Structure
NFS	NATO Force Structure
NRDC-ITA	NATO Rapid Deployable Corps Italy
PMESII	Political, Military, Economic, Social, Information, Infrastructure
RAND	Research And Development corporation
SFA	Security Force Assistance
SIGAR	Special Inspector General for Afghanistan Reconstruction
TO	Theatre of Operation
USAID	United States Agency for International Development



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