MEMORANDUM FOR: SEE DISTRIBUTION

SUBJECT: Directive Type Memorandum (DTM) 11-002 – Counterinsurgency (COIN) Training and Reporting Guidance for Preparing U.S. Forces to Succeed in Afghanistan and Pakistan

References: (a) Secretary of Defense Memorandum, “Implementing Counterinsurgency (COIN) Training Guidance to Support Execution of the President’s Afghanistan-Pakistan Strategy,” May 24, 2010
(c) DoD Directive 3000.07, “Irregular Warfare (IW),” December 1, 2008
(g) Guidance for Employment of the Force, May 12, 2008

Purpose. In accordance with the authority in References (a) through (d), this DTM establishes policy, assigns responsibilities, and clarifies the roles and responsibilities of the DoD Components to support the implementation of the Secretary of Defense’s (SecDef’s) objectives. This DTM:

- Directs the development, implementation, and certification of COIN training and education standards for personnel and units deploying to Afghanistan and Pakistan consistent with References (e) and (f).

- Institutionalizes and establishes a program of record for the Afghanistan Pakistan Hands (APH) program to identify, select, train, manage, deploy, and assign a total force cadre of regionally aligned, language qualified, and culturally capable experts to key staff and leadership positions in and out of theater who are proficient in COIN doctrine.

- This DTM is effective upon its publication to the DoD Issuances Website; it shall be converted to a new DoD Instruction. This DTM shall expire effective July 11, 2011 February 27, 2012.
Applicability. This DTM applies to OSD, including the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff (CJCS) and the Joint Staff, the Combatant Commands, the Office of the Inspector General of the DoD, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the DoD (hereafter referred to collectively as the “DoD Components”).

Policy. It is DoD policy that:

- COIN training and education is necessary to prepare U.S. military and DoD civilian personnel for the operational, geographic, and cultural complexities associated with ongoing efforts of the DoD Components, including the Military Departments, in Afghanistan and Pakistan.

- Training and personnel processes and programs shall be aligned to prepare deploying units, leaders, and staffs with language and cultural knowledge and skills, commensurate with their duties, needed for the successful conduct of COIN operations.

- Every deployed person shall be directly responsible for establishing bonds and building positive relationships with the Afghans and Pakistanis. Deployed personnel should be trained to extend and understand the local greetings, courtesies, and social customs in the languages of the region to which they expect to be assigned.

- Personnel in leadership and advisor positions shall be formally trained in the effective conduct of COIN operations, including the ability to coordinate and integrate other government and non-governmental capabilities.

- Capabilities-based assessment and reporting shall be utilized to assess the operational performance of U.S. forces, and to the maximum extent practicable, the Afghan National Security Forces. These capability assessments shall be used to identify and remediate deficiencies in the execution of, or compliance with, COIN-related mission-essential task lists (METL).

- Reporting activities and systems shall be established and aligned to assess DoD readiness and performance in COIN operations and shall be integrated with adaptive planning and force management processes.

- All units deploying to Afghanistan or Pakistan shall self-assess and report mission readiness against joint METL (JMETL) and/or METL prior to deploying and during the course of operations in the Defense Readiness Reporting System (DRRS) enterprise.
• The Civilian Expeditionary Workforce (CEW), the Minister of Defense Advisors program (MoDA), the Defense Institution Reform Initiative (DIRI), and the Pakistan Afghanistan Rotation Cell (PARC) are integral components of the operational force and shall be leveraged to support COIN operations in Afghanistan and Pakistan.

• DoD Components shall establish pre-deployment training for personnel assigned as advisors to the Afghan and/or Pakistan government, military, or police, with emphasis on the institutional development of host-nation governance and security structures.

• Lessons learned shall be captured and promulgated using the Joint Lessons Learned Information System, or by other established means, to ensure that updates to training standards and associated METLs are provided when necessary.

Responsibilities. See Attachment.

Releasability. UNLIMITED. This DTM is approved for public release and is available on the DoD Issuances Website at http://www.dtic.mil/whs/directives.

Clifford L. Stanley
Under Secretary of Defense for Personnel and Readiness

Attachment:
As stated
DISTRIBUTION:

SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
DEPUTY CHIEF MANAGEMENT OFFICER
COMMANDERS OF THE COMBATANT COMMANDS
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
DIRECTOR, COST ASSESSMENT AND PROGRAM EVALUATION
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTOR, NET ASSESSMENT
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DoD FIELD ACTIVITIES
COMMANDER, U.S. FORCES AFGHANISTAN
ATTACHMENT

RESPONSIBILITIES

1. UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS (USD(P&R)). The USD(P&R) shall:

   a. Establish total force policies and publish guidance to DoD Components, with input from the CJCS; Commander, U.S. Central Command (CDRUSCENTCOM); Commander, U.S. Joint Forces Command (CDRUSJFCOM); Commander, U.S. Special Operations Command (CDRUSSOCOM); and the Secretaries of the Military Departments, for the pre-deployment training and certification of the readiness of U.S. military and DoD civilian personnel to conduct COIN operations in the Afghanistan-Pakistan joint operating area (JOA).

   b. In coordination with the CJCS and CDRUSJFCOM, ensure that COIN training standards are incorporated into joint and combined exercises designed as pre-deployment training for units and personnel deploying to the Afghanistan-Pakistan JOA.

   c. In coordination with the CJCS and CDRUSCENTCOM, incorporate reporting and assessments from International Security Assistance Force (ISAF)/U.S. Forces-Afghanistan (USFOR-A), DoD interagency partners, the Senior Representative for Afghanistan and Pakistan, and the Afghanistan-Pakistan Integrated Civil-Military Plan within established DoD reporting, planning, and assessment processes.

   d. In coordination with the CJCS and the Secretaries of the Military Departments, establish DoD-wide personnel and manning policies for the APH program to create a base of personnel that will rotate to key staff and leadership positions both in and out of theater.

   e. In coordination with the CJCS and the Secretaries of the Military Departments, consider the use of incentive programs to attract and retain personnel suitable for the APH program.

   f. Develop force management policies to support the CJCS and the Secretaries of the Military Departments in institutionalizing a base of highly qualified personnel assigned as advisors to government ministries and security forces in Afghanistan and Pakistan.

   g. In coordination with the Under Secretary of Defense for Policy (USD(P)), leverage the DoD’s capabilities in support of government-wide efforts.

   h. In consultation with the USD(P), the CJCS, CDRUSCENTCOM, and the Secretaries of the Military Departments, coordinate opportunities for U.S. military and DoD civilian personnel to contribute or develop knowledge, skills, and experience through graduate education programs or similar educational programs.
2. DEPUTY UNDER SECRETARY OF DEFENSE FOR READINESS (DUSD(R)). The DUSD(R), under the authority, direction, and control of the USD(P&R), shall serve as the principal civilian advisor to the USD(P&R) and the SecDef for the implementation of this DTM related to the sourcing, pre-deployment training, certification, readiness, and operational performance assessment of all U.S. military and DoD civilian personnel directed to conduct COIN operations in the Afghanistan-Pakistan JOA.

3. USD(P). The USD(P) shall:

   a. In coordination with the CJCS, incorporate COIN-relevant concepts and requirements into strategic planning and guidance documents. Recommend priorities for policy, concepts, analysis, capabilities, and investment strategies in support of the President’s Afghanistan-Pakistan strategy to the SecDef.

   b. In coordination with the Military Departments, establish or enhance specialized training for personnel assigned as advisors in the variety of skills required to advise or consult with partner ministries. As necessary, expand existing programs, such as the MoDA program and DIRI, with specific emphasis on Afghanistan and Pakistan.

   c. Incorporate, within MoDA and DIRI, COIN and advisor qualification and training requirements as directed in sections 9.a. and 9.i. within this attachment for all personnel assigned for duty within Afghanistan and Pakistan.

   d. In coordination with the USD(P&R), establish policy guidance to support the identification, training, management, and deployment of select OSD personnel with regional policy expertise for rotational assignments in Afghanistan and Pakistan through the PARC. Where applicable, the PARC will leverage the organizational resources and pre-deployment processes of the CEW to ensure consistency and efficiency in the management of civilian personnel deploying to Afghanistan or Pakistan.

   e. In coordination with the CJCS, CDRUSCENTCOM, and interagency partners, advance the development and implementation of regional strategies to include organizational concepts to employ DoD civilian-U.S. military teams, including their command and control relationships, composition, resourcing, and interoperability for all anticipated activities and provide oversight to DoD contributions to these efforts.

4. ASSISTANT SECRETARY OF DEFENSE FOR SPECIAL OPERATIONS AND LOW-INTENSITY CONFLICT AND INTERDEPENDENT CAPABILITIES (ASD(SO/LIC&IC)). The ASD(SO/LIC&IC), under the authority, direction, and control of the USD(P), shall serve as the principal civilian advisor to the SecDef for the APH and, in conjunction with the CJCS, provide policy oversight to ensure that DoD maintains the capabilities and capacity to support APH program requirements.
5. **UNDER SECRETARY OF DEFENSE FOR INTELLIGENCE (USD(I))**. The USD(I) shall:

   a. Manage the development of appropriate analytical intelligence models, tools, and data to provide intelligence support for COIN operations in the Afghanistan-Pakistan JOA.

   b. In coordination with the Secretaries of the Military Departments and the USD(P&R), promote intelligence and counterintelligence career paths that attract and retain the quantity and quality of personnel necessary to support the President’s Afghanistan-Pakistan strategy.

6. **DIRECTOR, COST ASSESSMENT AND PROGRAM EVALUATION (DCAPE)**. The DCAPE shall:

   a. Address fiscal adjustments identified by CDRUSCENTCOM, CDRUSJFCOM, CDRUSSOCOM, the ASD(SO/LIC&IC), the Secretaries of the Military Departments, and the CJCS during the program budget review as necessary to support implementation of this DTM.

   b. Coordinate with the Secretaries of the Military Departments, the ASD(SO/LIC&IC), and the CJCS to establish a program of record for APH personnel management and identify fiscal requirements. Report any required programmatic adjustments to the Deputy Secretary of Defense (DepSecDef).

   c. Include all specialized personnel programs relevant to Afghanistan and Pakistan within the annual assessment regarding the distribution of risk among program elements.

7. **UNDER SECRETARY OF DEFENSE (COMPTROLLER) (USD(C))/CHIEF FINANCIAL OFFICER (CFO), DEPARTMENT OF DEFENSE**. The USD(C)/CFO shall:

   a. Review budget and program requests with CDRUSCENTCOM, CDRUSJFCOM, CDRUSSOCOM, the Secretaries of the Military Departments, the DCAPE, and the CJCS to align or program funds, as necessary, to support implementation of this DTM.

   b. Coordinate with the Secretaries of the Military Departments, the DCAPE, and the CJCS to program funds, if necessary, to support the APH program and personnel management.

8. **HEADS OF THE DoD COMPONENTS**. The Heads of the DoD Components shall:

   a. Ensure those personnel identified for deployment within the Afghanistan-Pakistan JOA are properly trained and equipped for execution of their assigned mission.

   b. Apply COIN-related METLs for all assigned Afghanistan and Pakistan missions, and assess the readiness of U.S. forces and support organizations to perform these missions through the DRRS.
9. SECRETARIES OF THE MILITARY DEPARTMENTS. The Secretaries of the Military Departments, in addition to the responsibilities in section 8 of this attachment, shall:

   a. Ensure all U.S. military personnel and DoD civilian personnel deploying to Afghanistan or Pakistan are trained and certified to COIN standards as established by Commander International Security Assistance Force/U.S. Forces-Afghanistan (COMISAF/USFOR-A) and coordinated with CDRUSCENTCOM. “Standards” are defined as those measures of performance associated with individual and collective tasks (to include relevant METLs) identified to support the operational conditions of the Afghanistan-Pakistan JOA.

   b. Develop programs and plans and provide baseline levels of instruction in COIN operations for all individuals and units deploying to Afghanistan or Pakistan and modify force management processes as needed to support training in accordance with established standards.

   c. Ensure that each platoon, or like-sized organization, that will have regular contact with the population shall have at least one leader that speaks Dari, Pashto, and/or Urdu at least at the 0+ level, with a goal of a level 1 in oral communications, based on results of an evaluation under the Defense Language Proficiency Test system of tests. Results of the test shall be captured in the personnel data system for readiness purposes and to verify compliance prior to deployment.

   d. Within the DRRS enterprise, ensure unit commanders assess all units deploying to the Afghanistan-Pakistan JOA against relevant CDRUSCENTCOM-defined COIN standards utilizing realistic conditions that reflect the Afghanistan and Pakistan operating environment.

   e. Modify Military Services-specific planning and decision-making processes to account for doctrinal elements of COIN operations, and in particular the unique elements of stabilization and reconstruction operations to include governance, essential services, and economic lines of operation.

   f. Provide training on the use of the Afghanistan Mission Network (AMN), the official ISAF information system, for all individuals and units deploying to Afghanistan who are expected to utilize this system.

   g. Source the APH program to levels prescribed by the Guidance for Employment of the Force (Reference (g)), with an understanding that the DoD goal is to source the APH program at 100 percent with qualified personnel.

   h. In coordination with the USD(P&R), adjust personnel policies to sustain the APH program and ensure APH personnel are not disadvantaged for service outside their established career paths.

   i. In coordination with the USD(P&R) and the USD(P), establish specialized instruction in institutional and economic development and Afghan and Pakistani structures of government in addition to language, regional, and cultural familiarization training for all U.S. military and DoD
civilian personnel assigned to ministerial advisory teams, to provincial reconstruction teams, or to other relevant positions that help build an accountable government within the Afghanistan-Pakistan JOA. Training shall be in accordance with guidance established by COMISAF/USFOR-A and coordinated with CDRUSCENTCOM.

j. In coordination with the USD(P&R), ensure that all units task-organized to train and advise the Afghan and Pakistani national security forces are sufficiently augmented for the duration of their deployment with language-qualified and culturally capable personnel that have obtained the training necessary to conduct advisory operations and specialized instruction in the function and organization of the Afghan and Pakistani defense and interior security structures.

k. In coordination with the USD(P&R), identify, track, record, and report all personnel with specialized COIN and regional-specific skills within personnel databases.

l. In coordination with the DCAPE and the USD(C)/(CFO), include within budget submissions all actions and funding taken to support implementation of this DTM.

m. Appoint a senior military representative accountable for discharging the responsibilities assigned within this section of the DTM.

n. Incorporate COIN lessons learned into institutional training and educational systems.

o. Formally integrate consideration of potential civilian casualties into fire support planning and kill chain systems. Continual assessment of the effectiveness of the corrective actions taken to reduce or minimize civilian casualties will be used to adjust future training and education.

10. **CJCS.** The CJCS, in addition to the responsibilities in section 8 of this attachment, shall:

a. Serve as the principal military advisor to the SecDef for the sourcing, pre-deployment training, certification, readiness, and operational performance assessment of all military units and personnel designated to conduct COIN operations in Afghanistan and Pakistan. In coordination with the ASD(SO/LI&IC) and the DUSD(R), provide oversight to ensure that DoD maintains the capabilities and capacity to support program requirements specific to Afghanistan and Pakistan, including APH, governance, institutional development, and security force advisory operations.

b. Direct the Director of the Joint Center for International Security Force Assistance (DJCISFA) to assist the COMISAF/USFOR-A, in coordination with the Secretaries of the Military Departments, the Commander, Office of the Defense Representative-Pakistan, and the CDRUSCENTCOM, in the establishment of COIN standards, including modification or development of new joint or service METs, for U.S. military and DoD civilian personnel. Analysis and development of these standards shall incorporate COIN lessons learned in Iraq and Afghanistan.
c. In coordination with the USD(P&R), the ASD(SO/LIC&IC), and the CDRUSCENTCOM, establish minimum standards for regional and cultural education including elementary speaking proficiency or memorized proficiency in Dari, Pashtu, or Urdu for APH personnel and personnel assigned as advisors to government ministries and security forces.

d. In coordination with the CDRUSJFCOM, the Secretaries of the Military Departments, the CDRUSCENTCOM, and the CDRUSSOCOM, identify the core requirements for specialized training in institutional development, economic development, and security force assistance (SFA) for personnel assigned as advisors to the Afghanistan-Pakistan JOA.

e. Support the COMISAF/USFOR-A in developing methodologies to assess operational performance related to COIN, capture observations, incorporate lessons learned, and provide recommendations to the CDRUSCENTCOM and the Secretaries of the Military Departments to improve the effectiveness of in-theater and pre-deployment training standards, readiness, and mission capability to conduct COIN operations.

f. In order to synchronize strategic and operational plans with force development, pre-deployment training, and readiness assessment, assist the CDRUSCENTCOM with the development of analytical correlations between lines of operations and measures of effectiveness in the Afghanistan and Pakistan family of plans and in theater-specific COIN METLs.

g. Assess proficiency and readiness to conduct COIN activities necessary to implement the COMISAF/USFOR-A plans related to the President’s Afghanistan-Pakistan Strategy. Incorporate this assessment into the CJCS annual risk assessment.

h. In coordination with the ASD(SO/LIC&IC), provide guidance to identify roles and responsibilities for the APH program including, as a minimum, program management, personnel rotation policy, and execution. All rotation plans shall conform to established SecDef policy.

i. In coordination with the USD(P&R) and the Secretaries of the Military Departments, develop educational tracks at Joint Professional Military Education Phase I and II institutions that will prepare personnel for their deployments into Afghanistan or Pakistan. In addition, provide Masters-level educational opportunities for returning personnel that will take advantage of their deployment experience and prepare them for subsequent deployments.

j. In coordination with the CDRUSCENTCOM and the Secretaries of the Military Departments, define and determine APH key positions, distinguishing which APH billets can be supported by either DoD CEW or PARC. Complete billet descriptions and requirements shall be provided for all APH key positions. A review and revalidation of all APH key positions shall be conducted annually.

k. Present a bi-annual update to the Senior Readiness Oversight Council on COIN-related programs, summarizing how DoD has aligned training, personnel processes, and programs to provide deploying units, leaders, and staffs with language, cultural, tactical, and interagency skills required to support COIN operations and the President’s Afghanistan-Pakistan strategy.
l. In coordination with the CDRUSCENTCOM, provide recommendations on COIN METLs and training standards to the Supreme Allied Commander, Transformation, to facilitate the interoperability of North Atlantic Treaty Organization (NATO) member states in the conduct of combined COIN operations in the Afghanistan-Pakistan JOA.

11. CDRUSCENTCOM. The CDRUSCENTCOM, in addition to the responsibilities in section 8 of this attachment, shall:

a. In coordination with COMISAF/USFOR-A and supported by DJCISFA, establish COIN training and readiness standards. Analysis and development of these standards shall incorporate COIN lessons learned in Iraq and Afghanistan.

b. Identify requisite JMETLs relevant to COIN missions and, in coordination with the COMISAF/USFOR-A, develop new JMETLs as required that define the skills and capabilities needed to satisfy the established COIN standards. Promulgate guidance in the joint training plan, or other official channels, including associated JMETLs for forces training for these missions.

c. In coordination with the Secretaries of the Military Departments, ensure that pre-deployment training and education has occurred for all personnel and units upon arrival in theater and utilize a well-defined waiver or remediation process to remediate training that is not in compliance with established standards.

d. Direct all unit commanders, when deployed into the Afghanistan-Pakistan JOA, to self-assess and report mission readiness against relevant JMETL and METL during the course of operations in the DRRS enterprise at least 90 days prior to deployment and every 30 days throughout deployment. Unit commanders shall provide narrative commentary to describe any significant degradation in mission-related capability.

e. In coordination with the COMISAF/USFOR-A, collect and disseminate COIN-related lessons learned through the joint lessons learned system to units actively involved in operations or preparing to deploy to the Afghanistan-Pakistan JOA.

f. In coordination with the COMISAF/USFOR-A, assess proficiency and readiness to execute lines of operations defined in the campaign and contingency plans that support the President’s Afghanistan-Pakistan strategy. Quarterly assessments on the Afghanistan-Pakistan strategy shall incorporate these assessments in a manner that synchronizes the ISAF campaign plan and combatant commander contingency planning for Operation ENDURING FREEDOM (OEF) with interagency reporting to the President.

g. In coordination with COMISAF/USFOR-A, identify and submit all force requirements, both military and civilian (including interagency), to the CJCS in order to ensure all requirements are properly validated, resourced, and monitored. Relevant JMETs should be associated with specific force requests.
12. **CDRUSJFCOM.** The CDRUSJFCOM, in addition to the responsibilities in section 8 of this attachment, shall:

   a. Train assigned Active and Reserve Component units and personnel deploying to the Afghanistan-Pakistan JOA to CDRUSCENTCOM pre-deployment training and readiness requirements. Promulgate training guidance to assigned forces based upon these requirements. Ensure all updated requirements are reflected within the DRRS enterprise and all units are assessed against these requirements prior to deployment.

   b. Support the Military Services collective and individual training programs through Joint National Training Capability and Joint Knowledge Online.

   c. Support the CDRUSCENTCOM, the COMISAF/USFOR-A, and the Secretaries of the Military Departments in the evaluation and assessment of pre-deployment and in-theater training programs in order to share best practices and identify shortfalls.

   d. Incorporate applicable pre-deployment and readiness requirements as objectives in all USJFCOM Mission Rehearsal Exercises associated with OEF-Afghanistan (OEF-A).

   e. Support the CJCS, the USD(P&R), and the Secretaries of the Military Departments in development and maintenance of COIN-related universal joint tasks for incorporation into the Universal Joint Task List.

   f. In coordination with the CDRUSCENTCOM, develop a training federation on the AMN and ensure the AMN is replicated in all OEF-A mission rehearsal exercises.

   g. Support the CJCS, the USD(P&R), and the Military Departments in ensuring that close combat infantry immersive training investments support the training of units according to CDRUSCENTCOM and COMISAF/USFOR-A training requirements.

   h. Support the CJCS in development and maintenance of NATO COIN Task Force mission-specific training guidance. Support NATO mission rehearsal training as required.

   i. Incorporate COIN training standards by JMETL, including realistic conditions and standards, for all joint exercises associated with a CDRUSCENTCOM Afghanistan mission.

13. **CDRUSSOCOM.** The CDRUSSOCOM, in addition to the responsibilities in section 8 of this attachment, shall:

   a. As the joint proponent for SFA, coordinate with the Secretaries of the Military Departments and the CDRUSJFCOM to assist the CDRUSCENTCOM in the development of SFA and COIN training and education programs as directed in this DTM.
b. In coordination with the Secretaries of the Military Departments and with the Commander, Special Operations Command Central, assist the USD(P&R) and the USD(P) to develop policy and guidance for pre-deployment training and readiness for special operations forces military and assigned DoD civilian personnel for deployment into the Afghanistan-Pakistan JOA.
GLOSSARY

ABBREVIATIONS AND ACRONYMS

AMN Afghanistan Mission Network
APH Afghanistan Pakistan Hands
ASD(SO/LIC&IC) Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict and Interdependent Capabilities

CDRUSCENTCOM Commander, U.S. Central Command
CDRUSJFCOM Commander, U.S. Joint Forces Command
CDRUSSOCOM Commander, U.S. Special Operations Command
CEW Civilian Expeditionary Workforce
CJCS Chairman of the Joint Chiefs of Staff
COIN counterinsurgency

DCAPE Director, Cost Assessment and Program Evaluation
DepSecDef Deputy Secretary of Defense
DIRI Defense Institution Reform Initiative
DJCISFA Director of the Joint Center for International Security Force Assistance
DRRS Defense Readiness Reporting System
DTM Directive Type Memorandum
DUSD(R) Deputy Under Secretary of Defense for Readiness

ISAF International Security Assistance Force

JMETL joint mission-essential task lists
JOA joint operating area

METL mission-essential task lists
MoDA Minister of Defense Advisors
<table>
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<td>NATO</td>
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