



**Headquarters  
International Security Assistance Force**



**KABUL AFGHANISTAN**

HQ ISAF/CJ2, HTS TCE/10

TO: COMISAF  
SUBJECT: Engaging the Female Populace  
DATE: Classified (SECRET) Released 23 February 2010 in CIDNE  
Unclassified (UNCLASS) Released 21 March 2011 by author  
REFERENCES: Annotated in Bibliography

1. (U) **Introduction.** Recommend that ISAF establish guidance for female engagement teams (FETs) in order to standardize female engagements for ISAF units. This guidance will enable systemic collection of information from the female population in a culturally respectful manner to facilitate building confidence with the Afghan population.

2. (U) **Discussion.** Recommend that Guidance address the following topics:

- (1) Strategic, Operational, and Tactical Relevance of FETs
- (2) Organizational Constructs
- (3) Afghan Cultural Context
- (4) Informing the Lines of Operation
- (5) Tactical Employment: FET Methods and Techniques
- (6) Risks and Considerations
- (7) Information Management and Methodology
- (8) Assessments

3. (U) **Summary.** A comprehensive engagement strategy is essential for building confidence with the population, but must be achieved with a coordinated effort governed by a specified intent for information synthesis.

**UNCLASSIFIED REPORT NOTES**

NOTE 1: THIS REPORT DETAILS RECOMMENDATIONS PRESENTED TO THE COMMANDER OF THE INTERNATIONAL SECURITY ASSISTANCE FORCE ON 23 FEB 2010 BY MAJ MARIA VEDDER; UNCLASSIFIED BRIEFING CONTENT AND NOTES IN APPENDIX C.

NOTE 2: THE CLASSIFICATION (BOTH SECRET AND UNCLASSIFIED VERSIONS) OF THIS DOCUMENT WERE VERIFIED BY THE CJ2X SDO IN FEBRUARY 2010. THE UNCLASSIFIED CLASSIFICATION WAS REVIEWED A SECOND TIME BY THE NPS SECURITY OFFICE MARCH 2011.

NOTE 3: THE AUTHOR HAS UPDATED SECTIONS OF THIS REPORT SINCE THE ORIGINAL RELEASE DATE OF THIS DOCUMENT TO BETTER ORGANIZE THE INFORMATION AND CORRECT GRAMMATICAL ERRORS.

NOTE 4: THIS REPORT IS THE BASIS FOR A THESIS TO BE SUBMITTED TO THE DEPARTMENT OF DEFENSE ANALYSIS (DA), NAVAL POSTGRADUATE SCHOOL (NPS), JUNE 2011 BY MS MARIA VEDDER, TRADOC RESEARCH AND ANALYSIS CENTER; ANTICIPATED THESIS ADVISORS: DR. ANNA SIMMONS (DA, NPS) AND DR TOM JOHNSON (NSA, NPS).

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**BUILDING CONFIDENCE WITH THE POPULATION:  
Proposal for Military Females to Engage Afghan Females**

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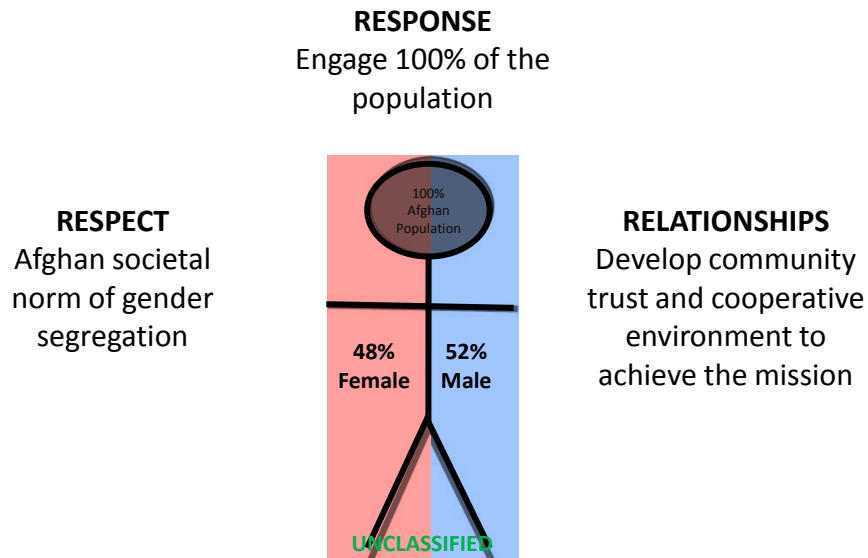
## I. Strategic, Operational, and Tactical Relevance of FETs

### RELEVANCE

(U) According to FM 3-24, the population is the center of gravity for COIN operations. Afghanistan's population is roughly half female, half male, but in Afghanistan, the culture segregates by gender. As such, the appropriate operational response that is culturally sensitive to that segregation is to interact male to male & female to female. We want to understand 100% of the community by engaging them directly (Figure 1). By doing so, we get the insight that we need, while being respectful of the culture, yet building the fundamentally essential social contracts founded on trust and established in a cooperative environment. That social contract needs to be with the male and female population...both of whom are making decision about the future of this country, whether publicly or privately. ISAF forces are currently making decisions along all lines of operations that affect the entire population but with limited insight or perspective from the female half of the population.

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### WHY INTERACT WITH FEMALES? To Build Confidence with the Population

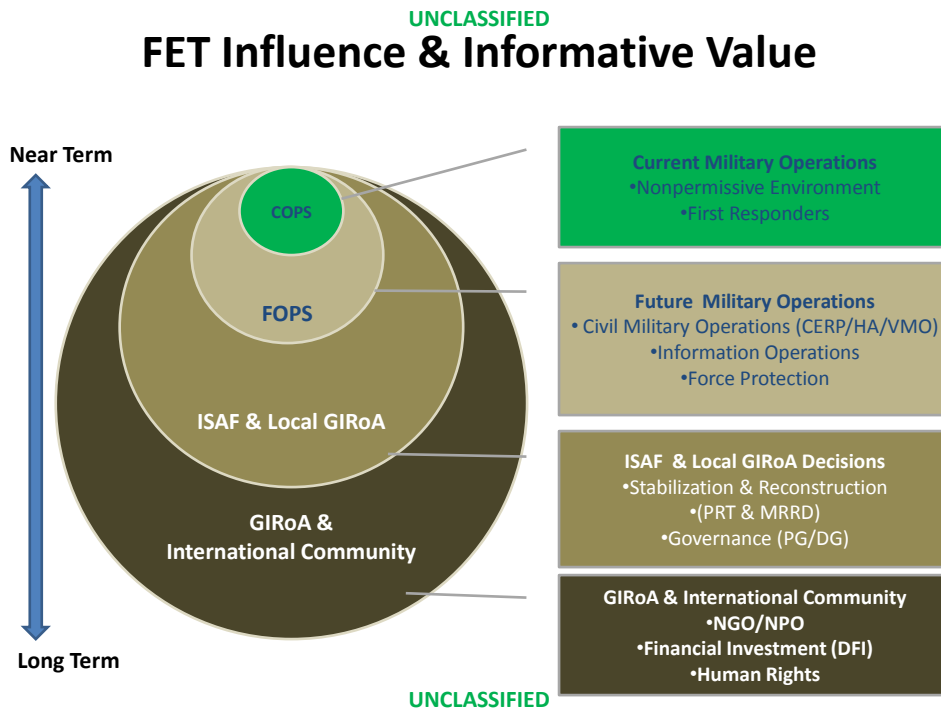


(U) Figure 1: Engaging 100% of the Population<sup>1</sup>

(U) "If women are not systematically engaged, US forces miss 50% of the population and in most 'traditional' countries, men cannot easily engage with women and therefore an important opportunity for communication is lost."<sup>2</sup>

### WHY MILITARY FEMALES?

(U) In a non-permissive to semi-permissive environment, military service members are often the only personnel interacting with the local populace because of security constraints that prohibit other development, state building and nation building partners from working in the area until security improves. As such, military members establish the first lines of communication with the residents and gather information that informs the commander's critical information requirements. Afghan cultural context of segregating females results in the predominantly male coalition security forces being prohibited from interacting with 50% of the population. If coalition forces are to get information from the female half of the population, then *military* females will be the one's getting the information because they are the only females operating in high threat areas. This information is the baseline to inform all follow-on operations. (Figure 2).



(U) Figure 2: Influence and Informative Value of Female Engagement

(U) The groundwork is done in those critical moments of the clear phase. First impressions matter and actions in the clear phase will set the stage for all future efforts. Understanding the female concerns allows their needs, which reflect the community needs, to be considered when developing sustainment and development plans for the hold phase. A key consideration when determining delivery of humanitarian packages or community infrastructure (such as water pumps) are the constraints of limited mobility for the women to access these resources.



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(U) Near term and long term value exists in all information collected on the battlefield. The information collected by patrols in the battle space builds the picture for future operation decisions such as how and where to apply civil affairs (CA) Commander's Emergency Response Program (CERP) funds, how to develop information operations (IO) packages, and where to focus security assets. To best distribute non-lethal resources for maximum gain in influencing the whole population, coalition forces must also know what will appeal to females. This is of particular importance considering the limited freedom of movement for Afghan woman which requires more creative IO/CA/Medical response.<sup>3</sup>

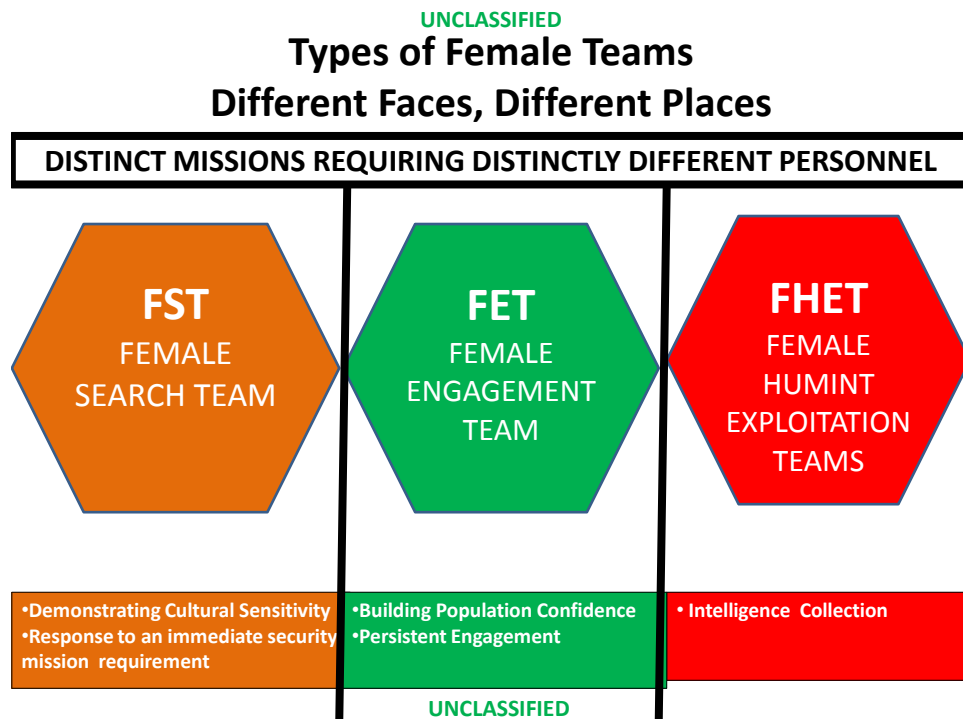
(U) As security improves, the sources of instability should be identified within each line of operations. Addressing the sources of instability will allow for a more stable environment in which development can occur.<sup>4</sup> The expectation would be more joint efforts with governance teams and research and development (R&D) experts who have the funding and the expertise to start making large scale improvement in the region. The long term responsibility must be a total transition of responsibility to GIRoA, with the international community supporting sustainable development, economic prosperity, and human rights. Once security improves, appropriate organizations assume responsibilities within the FETs areas of expertise.

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## II. Organizational Constructs

### DISTINCTIONS BETWEEN FET/FST/FHET

(U) Lethal and non-lethal information collection should not be blurred. The military clearly defines and distinguishes the missions of civil affairs (CA) teams and human information and intelligence (HUMINT) teams. CA teams collect information to support civil military operations. HUMINT teams collect information to support intelligence requirements. While they can be mutually supportive, the teams use separate soldiers for the different missions. Despite limited female resources, the missions conducted by FST, FET, and FHET teams should remain distinctly separate with separate team members (Figure 3). Otherwise, military units risks alienating the Afghan females and losing the support of their male relatives, by making the Afghan females feel threatened or deceived by the military females. One Marine leader states that there needs to be a “distinction between security, engagement, and exploitation missions. I think this is very important in the initial planning stages because the tendency is for people to marginalize the difference. People do so because we lack adequate number of females and people assume all missions can be covered by one entity if adequate training is applied.”<sup>5</sup> All three types of operations are needed for comprehensive response, but they are markedly different. The classified version of this reports details these distinctions in more depth.



(U) Figure 3: Distinction between FST/FET/FHET.

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Figure 4 details the differences between the female search teams (FST), the female engagement teams (FET), and the female human intelligence exploitation teams (FHET).

<b>Mission Requirements</b>	<b>FET FEMALE ENGAGEMENT TEAM</b>	<b>FST FEMALE SEARCH TEAM</b>	<b>FHET FEMALE HUMINT EXPLOITATION TEAMS</b>
Duty Description	Persistent Engagement (requires full time assignment to FET that is not a primary duty description; requires specialized training to conduct engagements)	Responsive Employment (can be pulled together as needed from various units; less specialized skill required)	Source Operations (full time within normal duty description that aligns with standard training for HET)
Focus of Effort	Non-Lethal	Non-Lethal/Lethal	Non-Lethal/Lethal
Type of Information Gathered	Atmospherics , TCAPF, and Information in response to research design question set.	Periphery Information & Intelligence	Intelligence/ Atmospherics

**(U) Table 1. FST/FET/FHET Roles and Responsibilities**

## COMPLEMENTING EFFORTS

(U) Many teams that enable combat military operations have women on the teams that also interact with Afghan females. These teams can operate independently or in conjunction with the FET. The biggest distinguishing factor is that FET members should be assigned full time for the purpose of female engagements to build long term relationships. Females on the enabler teams usually have separate responsibilities associated with their specialties that prevent them from focusing on female efforts full time, but will work with females when possible.

Experience suggests that the best approach is for the FET teams and enabler teams to work in conjunction with one another, capitalizing on their strengths and pursuing engagements with a collaborative approach so as to not burden the Afghan females being engaged with too many interviews. FETs are intended to be persistent engagement teams in a dedicated area in order to develop long term relationships that will allow for quality introductions between the population and incoming assistance efforts. With enduring relationships, FETs can coordinate and support female engagement efforts with military, government, and non-governmental agencies thereby enhancing the solidarity of effort.

(U) Regardless of agency, all female engagement efforts need a combined information repository to collect their unique information. The purpose of a central knowledge systems is to:

- Prevent starting over and making mistakes
- Allows best practices to be shared
- Inform follow on efforts as security improves
- Help continuity for the new units and support groups rotating into the area

Table 2 is not a comprehensive list of units with females. However, it is intended to show that efforts are being made to engage females and respond to the security concerns of females in Afghanistan. Specifically regarding NGOs, this list contains only those NGOs with whom the author had direct contact and is not intended to be comprehensive. Other agencies are doing phenomenal work with women as well and their absence from this report is not a slight to their efforts.

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<b>US Enabler Teams with Females</b>	<b>GIRoA</b>	<b>European Military Units with Females</b>	<b>NGOs</b>
Civil Affairs Units – females are on teams but are not required as an organizational construct. The females do not focus solely on female engagements.	MRRD	Regional Command: Gender Advisor (GA) – Command advisors	OXFEM
Human Terrain Teams - females are on teams are not required as an organizational construct. The females do not focus solely on female engagements.	ANSF *ANP have females in AUP, ABP *ANA have females	Division: Gender Field Advisor (GFA) – Command advisors	Mercy Corps
Intelligence Community: FHETT		Gender Focal Points (GFP) – Military observations teams; conduct direct engagements Examples: Swedish PRT in Masari al Sharif; Norwegian PRT; British PRT in Helmand	

**(U) Table 2: Enablers with Female Team Members**

### III. Afghan Cultural Context

#### CULTURAL SENSITIVITY

(U) The Afghan culture segregates by gender. In order to demonstrate cultural respect in the operational environment, female members of the coalition force need to interact with the Afghan female population directly, but need to do so in a culturally sensitive and respectful manner.

Dr. Tom Guttiere, a professor at the Center for Afghan Studies at the University of Nebraska, highlights the following pillars as keys to operating successfully in a different culture.

#### 5 Pillars of Cross Cultural Success

- **Participation:** Participate in social and cultural activities
- **Learning:** When you participate, you learn more about yourself and others
- **Contribution:** When learning takes place, one is more capable of contributing to the culture of interest and becoming involved in the society
- **Visibility:** Through interaction, one becomes more visible in the community
- **Respect:** By assimilating into the culture you gain the respect of others

#### AFGHAN FEMALE CULTURE

(U) Afghan women represent half the population and exert influence in the community as property owners, primary caregivers, arrangers of marriages that bind families, and inter-family peace makers. In COIN operations where the populations is the center of gravity, efforts to communicate with and understand the needs of the Afghan female population is required to leverage their influence with males and with the vulnerable adolescent population that is prone to recruitment by enemy forces.

(U) The author derived the majority of the information presented below from a briefing and notes taken during classes given by Shaista Wahab at the University of Nebraska at Omaha in April 2009. Supporting quotations from other author's documents are referenced accordingly.

#### *(U) Women in Afghan Society*

- Women are the symbol of honor of their family, their tribe and the country.
- Unmarried women are subject to the rules of father, brother, grandfather and uncle
- Some consider women as their rightful property
- Married women are to obey their husbands and the members of his family

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### ***(U) Female Influence in Household***

- Head of Domestic Affairs – mother, grandmother or the oldest female
  - She is responsible for daily affairs of the family
  - She defines the duties of daughters and daughter-in-laws
  - Afghans respect elders

### ***(U) Approaching Women***

Prior to talking to a woman it would be better to:

- Contact a male member of her family and ask for permission
- Do not shake hand with a women unless she offers her hand first
- Younger women can be addressed as sisters and older women as aunt or mother
- It is easier for a woman to talk to Afghan women than for a man trying to talk to a women
- Do not ask a man about his wife or other female members of his family

### ***(U) Honor Killings***

- Honor of family and tribe depend on women
- Married women or girls are not allowed to have relationship with men other than their immediate family members
- Girls are to be obey their parents decision in marriage
- The fate of a women is decided by her family
- Honor killing is allowed and practiced

### ***(U) Joint family living***

- Head of the Family is Father, grandfather or the oldest male
  - His sons and their families live in same compound
  - The oldest male is a link between family and the outside world. He is in charge of the financial affairs of the family. He participates in decisions and attend Jirgas in his village

### ***(U) Divorce***

- Divorce is looked down upon in Afghan society
  - Men can easily divorce their wives
  - It is considered shameful for a women to seek divorce or is divorced
  - In a divorce settlement children often given to the father
- Main reasons for women staying in an abusive relationship and do not seek divorce are:
  - Women are not financially independent
  - Divorced women return to her own family and are subject to their families rules
  - It is difficult for women to seek divorce
  - When divorce happen women are mostly blamed by their family, their friends and relatives for not putting up with the marriage

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**(U) Marriage Customs**

- In rural areas most marriages are arranged by respective families
  - Marriages often enforce relationship between groups, families, or tribes
  - Groom's family approaches the bride's family- proposing their son's marriage to the family's daughter
  - The groom and the bride see each other on the evening of their wedding, in some cases
  - Marriage between cousins is common
  - Mixed marriages between tribes, and ethnic groups are practiced
- Engagement (*Shirnikhor*) – Wedding (*Arosi*)
  - Some weddings continue for 3 days
  - Men can have 4 wives
  - A widowed woman sometimes forced to marry the deceased husband's brother, cousin, etc.
  - Divorce is not common

**(U) Tribal Dynamics as Related to Women**

- Tribal power preventing government's efforts to modernize
- Tribal practice – marriage is a link between groups.
- Family relations - women are controlled by male family members
- Unlimited power of men over women. Some consider women as their rightful property - *mal*
- Financial situation – Financially women depend on male family members
- Education – Most women are not allowed to attend school or continue education
- Lack of Security – Women unable to practice medicine fearing the resurgence of the Taliban. For example Paktika has no female doctor due to lack of security (2/25/09) RAWA



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**(U) Chronology of Events Effecting Females**

(U) The table below shows events in Afghanistan related specifically to the female population and their freedoms in Afghanistan.

1880-1901	Amir Abdur Rahman raised the marriageable age and granted women divorce rights under specific circumstances.
1901-1919	Amir Habibullah puts a ceiling to marriage expenses.
1919-1929	King Amanullah raised the marriageable age for women to 18 years and for men to 21 years. Polygamy abolished.
1921	King Amanullah founded the French Malalai Lycee. The first high school for girls.
1921	Masturat school established under the direction of Queen Soraya's mother, Asma Tarzi.
1921	Masturat hospital established in Kabul.
1924	Nizamnamah Arusi and Mikah (laws concerning marriage) stressed gender equality.
1959	Daoud Kahn made the veil optional.
1964-1973	Constitution Period. Women elected as parliament members and were appointed as ministers.
1977	New constitution, women get equal rights to institute divorce cases. Family courts established.
1978	Decree No. 7 confirms equal rights for women, regularizes dowry and marriage expenses and forbids forced marriages.
1964-1992	Women contribute in social, political and economic affairs of Afghanistan. By 1992 about 40% of physicians in Kabul were women.
1992-1996	Degree on <i>Hijab</i> issued restricts women's public appearance.
1996-2001	Ban on women's employment, girls' schools closed, full <i>pardah</i> imposed on women.
2001	Women participated in social, political and education affairs of the country.

**(U) Table 3. Chronology of important event in recent Afghan history in regards to women.**

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**(U) Pashtunwali as Related to Women**

(U) An unwritten code governs the life of Pashtuns. It dictates Pashtun's daily lives and provides guidance. The main cradles of Pashtunwali are listed below with the elements related specifically to women highlighted (Table 5).

1. **Memastiya** (hospitality):- sharing the salt
2. **Badal** (vengeance):- to restore honor to avoid begayrati (shame or dishonor)
3. **Nanawatery** (grant of asylum): Carrying weapon is part of Pashtun tradition

*This contribution is taken from notes transcribed during classes and from instruction material compiled by Dr. Thomas Gouttierre, Dr. Burrahn and Shaista Wahib on Tuesday, April 28, 2009 at the University of Nebraska, Omaha.*

Primary Pashtunwali	Secondary Pashtunwali	Other
<i>Tureh</i> – bravery above all	Zemaka (land/earth) – defense of territorial incursions against outsiders	Loya Jirga – assembly of the tribal elders
<i>Sabat</i> – loyalty to the family, friend, tribe	Heward (nation) – defense of nation against others	Lashkar – military to implement decisions of jirga
<i>Imandari</i> – righteousness, morality	Dod-pasbani – protect Pashtun culture	Tsalweshti – for of 40
<i>Isteqamat</i> – persistence in everything	<b>Tokhm-pasbani – protect Pashtun race (against marriage to outsiders)</b>	Shalgoon
<i>Ghayrat</i> – defense of honor	De Pashtunwalit perawano – adhere to the code	Badragga – tribal escort through territory
<b>Nalamas – defense of women’s honor</b>		Naik – Pashtun protector group
<i>Namuse</i> – honor		Hamsaya – non-Pashtun dependent group
		Mlatar – support members who will provide fighting back up
		Nagha – tribal fine against wrong doers
		<b>Hujra – sleeping quarters for males away from the women of a household</b>
		Lokhay Warkawal – protecting an individual against an enemy

**(U) Table 4. General principles and tenets of Pashtunwali as related to women**

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(U) Below are excerpts from various documents that highlight the power base and influence potential of women in the Afghan community:

- (U) Women represent 48% of the population.<sup>6</sup>
- (U) Women often have considerable influence over their immediate families, have a great awareness of relevant people and events in their communities, and have communication networks that differ from the networks employed by men.<sup>7</sup>
- (U) The fact that 44.6% of the Afghan population is under the age of 14 underscores the need to engage the women who are the caregivers and thus primary influencers of the next generation in their youth, prior to and even during their attainment of fighting age.<sup>8</sup>
- (U) “Women are autonomous in social situations- arranging marriages and exchanging pleasantries.”<sup>9</sup>
- (U) “Women are also consulted by men on matters related to the household, children, and business.”<sup>10</sup>
- (U) “Women do not work outside the home and do not leave the family compound unless it is to visit relatives or attend weddings or festivals. Sometimes, on Fridays, women meet to sing or recite the Koran. In villages where there is no tension between families, women will not wear the burqa and will speak to men from other families. If there are local tensions, there will often be no interaction between families.”<sup>11</sup>
- (U) “A Pashtun can go to war for many reasons, but at the root of most Afghan conflicts are the objects upon which a man’s honor rests: “*Zan, Zar, Zamin*” or “Women, Gold, Land.” Southern Afghan culture is primarily a system of interlocking and overlapping networks, based on ties of kinship, religion, tribe, ethnicity, locality, patronage and common interests. These networks revolve around powerful individuals who bind followers to them through patronage, thereby elevating their status and establishing bonds of reciprocal obligation among their followers. Such a network is referred to as a *qawm*, and it is the chief building block of Afghan society. An Afghan’s *qawm* includes his family, clan, tribe and network of associates. An Afghan can invoke his *qawm* in support of what might be a purely individual dispute, thereby calling a small army to his side. The ideas that underpin the notion of *qawm* are rooted in the Pashtun honor code of Pashtunwali.”<sup>12</sup>
- (U) “*Nang* (Honor): All parts of Pashtunwali lead to Honor. All Pashtuns are required to uphold the honor of their family and their tribe by following the other parts of the code. An insult to someone’s tribe or family can lead to *Badal*. The biggest disputes are over women, land, and money, and a Pashtun man must protect these three items with his life and honor.”<sup>13</sup>

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- (U) “*Nanawatay* (Sanctuary): If one Pashtun has insulted another, or committed some crime, they are allowed to admit their guilt and ask for forgiveness. They will take gifts to the offended party and ask that the past be forgotten. The insulted party is then obligated to accept their offer. Often the women of a family or tribe will arrange for this to happen because women are seen as natural peacemakers. *Nanawatay* can also be used to beg for mercy and protection.”<sup>14</sup>
- (U) “*Nikkah Khat* is the Afghan wedding certificate where the *Mahr* or dowry is established. The dowry is a long term commitment that is negotiated for the man and woman prior to the marriage. The female can forgive the husband of the payment of the dowry or request the dowry from the husband at any time in the marriage.”<sup>15</sup>
- (U) “Women have rights to half of all a man owns; women have rights to every that she brings to the marriage plus what she earns outside of the home”<sup>16</sup>
- (U) “Women pray at home, start a fire and prepare breakfast.”<sup>17</sup>
- (U) “Women and children are increasingly the targets and comprise the bulk of contemporary armed conflict victims. Their traumatic pain is leveraged to destabilize populations and destroy cohesive will and bonds within the society.”<sup>18</sup>
- (U) “As a result of the conflict in Afghanistan, those women who were raped and brutalized resulted in many honor killings. In Afghan raids where men and women were to be killed, some young virgins were raped before being killing based on the belief that virgins should not be executed. Women or young girls resisting rape are reportedly beaten, shot stabbed, killed, and/or tortured in many conflicts throughout the world and history.”<sup>19</sup>
- (U) Females were able to answer questions directly; they were open and willing to speak.”<sup>20</sup>
- (U) “Gender-related cultural sensitivities within Afghanistan prevent [foreign] males from interacting with Afghan women in the manner necessary to conduct safe, effective operations. As a result, Commanders have had to increase the employment of [American] women in support of direct ground operations in an unprecedented manner.”<sup>21</sup>
- (U) “Afghans claim that International forces lack respect for culture and traditions. This includes a lack of respect and understanding regarding women and the way they should be treated. Afghans complain that ISAF forces enter people’s homes without the permission of the homeowner which is a grave attack on the honor of an Afghan man and an insult to the women of the home.”<sup>22</sup>

Please see Appendix 3 for details regarding females in Afghanistan.

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## AFGHAN MALE CULTURE

### ***(U) Respect the Male Role***

(U) Respecting the male role in conservative Afghan society is the most effective manner to enable female engagements. A military male leader requesting Afghan males to support female engagements has consistently been the most well received of the methods to organize female engagements.

### ***(U) Rely on Elder's***

(U) When the elders are involved, the community supports, and they take responsibility for coordinating the gathering of their females or opening their homes to allow for military females to visit.<sup>23</sup>

### ***(U) Honor Conservative Values***

(U) Honoring conservative values protects the female engagement team members from unintentionally offending Afghan males. To do so enhances mission effectiveness by incorporating the males into the process which earns their support and ensures a welcomed reception by the females after the male leader of the household invites the military females into the home. By showing respect to the traditional values, the FET and the partnered military males demonstrate cultural competence that is well regarded. The Afghan men maintain their honor publicly and privately while the women earn the freedom to engage in open dialogue with no feeling of threat.<sup>24</sup>

### ***(U) Proper Introductions***

(U) With the proper type of introduction, better information is garnered from both the male and female conversations with no offense to either. Through their relationships with the key elders and male local nationals in the Area of Operations, they build a bridge into facilitating programs, GIRoA support, NGO inclusion, education and economic opportunities, etc. These tangible measures of effectiveness need to be there for and on behalf of the women. ISAF cannot bring females into an area unless the men want it, ask for it, and they have ownership of it. Talking points towards this end should be a part of the dialog to the Afghan men in order to get the message out about the types of programs that GIRoA provides.<sup>25</sup>

#### IV. Informing the Lines of Operation (LOOs)

(U) Female engagements contribute to the command in three distinct ways: 1) Foundation for future endeavors in the area of operations 2) atmospheric of the battle space 3) and effects based operations.

#### **POST-CONFLICT SUSTAINABLE STABILIZATION**

(U) In order to develop a population capable of self governance and internal security, the future generations of Afghans need the basic tools for development to include but not limited to education, an active economy, basic sanitation, and infrastructure. Females are responsible for nurturing this community.

#### **ATMOSPHERICS**

(U) Atmospheric provide the command with information on the perceptions of the population that help gage the population's propensity to support or not support GIRoA. Generally, atmospheric are gathered by military public affairs, intelligence efforts, information operations, civil affairs, and human terrain teams (HTTs). Female engagements inform along the lines of effort of these other efforts.

#### **EFFECTS BASED OPERATIONS**

(U) FETs can complement other effects based operations such as information operations, civil military operations, and community outreach programs that are intended to inform the command in a more dynamic way. The chart below shows the dimensions used by the MEB for district assessments (Table 3).

**LINES OF OPERATION**

<b>Governance</b>	<b>ANSF</b>	<b>SECURITY</b>	<b>R&amp;D</b>	<b>Reintegration &amp; Reconciliation</b>
<ul style="list-style-type: none"> <li>• Leadership</li> <li>• Planning, Budgeting</li> <li>• Presence</li> <li>• Administration</li> <li>• Participation</li> <li>• Reintegration</li> <li>• “Shadow” Gov.</li> <li>• Judicial System</li> </ul>	<ul style="list-style-type: none"> <li>• Coordination &amp; Cooperation</li> <li>• Partnership</li> <li>• Rule of Law</li> <li>• OCCD</li> <li>• Capability</li> <li>• Leadership</li> <li>• Recruitment</li> <li>• Training</li> </ul>	<ul style="list-style-type: none"> <li>• Freedom of Movement</li> <li>• Influence/Trust</li> <li>• Enemy Threat Capability</li> <li>• Stability</li> <li>• Corruption</li> <li>• Training</li> <li>• Mentoring</li> </ul> <p>UNCLASSIFIED</p>	<ul style="list-style-type: none"> <li>• Health Care</li> <li>• Education</li> <li>• Potable &amp; Agricultural Water</li> <li>• Roads</li> <li>• Energy Infrastructure</li> <li>• Roads</li> <li>• Economic</li> </ul>	<ul style="list-style-type: none"> <li>• Acceptance in the community</li> <li>• Nomination of Candidates</li> <li>• Monitoring adherence</li> </ul>

**(U) Table 5. Dimensions of the MEB Assessment.**

(U) Contributions to the lines of operations are best understood through specific examples taken from battlefield operations. Vignettes highlighting mission contribution in Appendix 1: FET Battlefield Scenarios. Reconstruction and Development and ANSF are addressed independently in the segments below because of the larger contribution that FET can make to these LOOs as compared to the others.

**RECONSTRUCTION AND DEVELOPMENT**

(U) Table 3 lists specific areas of R&D that can be dynamically informed by FET operations. Village Medical Outreach (VMO) Programs are unique missions that FET can support so they are discussed in detail in Appendix 4.

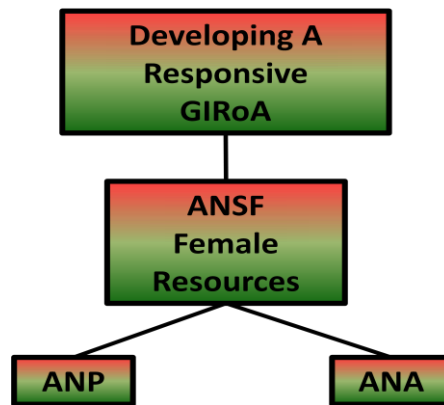
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<b>Education</b>	<b>Economic Development</b>	<b>Medical<sup>26</sup></b>	<b>Preventative Medicine<sup>27</sup></b>	<b>Infrastructure</b>
Literacy Rate <sup>28</sup>	Creative Solutions <sup>29</sup>	Hygiene	Food (Class I) Storage <sup>30</sup>	Water wells
Medical <sup>31</sup>	Labor Pool Expansion <sup>32</sup>	Infant Mortality Rate <sup>33</sup>	Pest Control <sup>34</sup>	Sewage
Veterinarian <sup>35</sup>	Community Needs <sup>36</sup>	Vitamins <sup>37</sup>	Livestock Care <sup>38</sup>	Roads
	Micro Loans <sup>39</sup>	Formula <sup>40</sup>	Trash collection and disposal	Irrigation
	Barter System <sup>41</sup> Operation Chicken Run	Population Growth Rate (contraceptive) <sup>42</sup>	Food (Class I) Preparation	
		Immunizations (Polio) <sup>43</sup>		

**(U) Table 6. Reconstruction and Development efforts informed by FET missions.**

**ANSF**

(U) The Afghan constitution states that defending the country shall be the duty of all citizens of Afghanistan (Art. 55)<sup>44</sup>. ANSF is growing its female representation in the military and policing forces of the nation in order to respond to the force protection needs of its female populace (Figure 4). Just at FET is intended to offer a culturally respectful manner to engage with Afghan females, ANSF must to the same. Ultimately, GIRoA needs a responsive security posture. Females are an aspect of that comprehensive plan. The Ministry of Interior (MOI) has already developed a full scale recruitment and scholarship plan that is outlined in the National Strategy Plan for Gender Recruitment.



**(U) Figure 4: Developing a Responsive GIRoA Security Force**



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(U) A senior DOD civilian asked, why are ISAF females engaging local females? Shouldn't the ANSF females be engaging the local females instead? The answer is that ANSF should be the one leading the engagement effort and all security efforts, but the currently, ANSF does not have the capacity to do so. As the capacity grows, FET can help inform the recruiting effort and garner information about how the public perceive females in ANSF and assist in training and development (Figure 5).



(U) Figure 5: Supporting Female GIRoA Security Forces

(U) The ANSF face considerable challenges with females in the forces. For example, a recent ANA focus group discussing ANA females identified the following problems as issues surrounding ineffectiveness of current ANA females: <sup>45</sup>

- Perceived as immoral
- Perceived as dishonorable
- Illiterate
- Do not have credibility with society

(U) These are significant barriers to overcome and address because of the cultural morays regarding females working outside of the home.

(U) The professionalization of ANSF is occurring in part through partnership with and mentorship from ISAF. CSTC-A has recruitment goals for both male and female ANSF members. But reaching these goals will require both partnership for both genders and understanding of the recruiting barriers and negative public perceptions.

(U) FETs can help inform recruiting by asking women what would motivate them and their families to allow them to be in the ANSF. Likewise, FET can garner the female's perceptions from other females in the ANSF because there is likely a substantial influence on the eligible females from the elder females.

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## V. INFORMATION COLLECTION METHODOLOGY

### BEYOND A GOOD WILL ENDEAVOR

(U) FET is useless if the information gathered does not support the unit mission and if it is not operationally relevant. Interaction to build good will is important but as a military unit, there is a more important security responsibility that must be supported. In the military, we gauge unit success with assessment tools that are generally based off of measures of performance and measures of effectiveness that are linked to individual and collective tasks. FET should be no different.

### QUESTION SETS TO INFORM THE LINES OF OPERATION

(U) Question sets for female engagements should have a subject matter focus. Likewise, if the information is to be captured for trend analysis, there must be some guides to subject matter content that is discussed in engagements...much like the Tactical Conflict Assessment Planning Framework (TCAPF). Caliber of information gathering about these subjects goes back training in order to prevent a rigid disposition during an engagement which actually has a converse outcome and undermines the comfortable social report that is also an intended outcome.

### COLLECTION

(U) Caliber of information is only as good as the interviewer, so training on how to properly engage matters. But again, what comes OUT of the engagements, must go IN to a central repository for dissemination.

(U) CIDNE is the database of record for ISAF. Therefore, as a minimum, the FET information needs to be input into CIDNE. This can be best accomplished within the socio-cultural module. Specifically, there is an engagement report that allows for both structured and unstructured text, thereby allowing for long term trends and correlation.<sup>46</sup>

(U) CIDNE acts as an information bridge across multiple communities that may not typically be in a position to share information. Mass access allows for continuity of information as units rotate, and more advanced data analysis across multiple domains such as link analysis, social network analysis, geo-spatial and temporal analysis.

(U) The value of inputting information into CIDNE is that the data is accessible by all coalition forces through either US SIPR and NATO Secret, ISAF Secret. Most significantly, the advent of CIDNE UNCLASS, known as INDURE (International Distributed Unified Reporting Environment) will allow agencies both civil near and long term

## COMPREHENSIVE ENGAGEMENT

(U) FETs are engagement teams. With a better understanding of the sources of instability in the villages and district centers, we will be able to support GIRoA, the local government officials, ANSF to improve upon those areas and have the side effect of reducing the security concerns through the programs and efforts that we can facilitate to address those needs and concerns.<sup>47</sup> The military explanation of what we are doing is, “Civil Military Operations” (CMO). The engagement teams conduct CMO.<sup>48</sup> While distinguished by their ability to engage females, they can also engage males. Males will interact differently with females, providing different insights.

Many males are very comfortable speaking with military females; finding them an anomaly, intriguing, and less threatening than male service members...particularly the adolescences who also happen to be the most impressionable for recruitment by enemy forces. Allowing for the natural instincts of young males desiring to impress females would be naïve, so using that desire to interact to our advantage is wise when done respectfully to both the female service member and Afghan males.

(U) Females will generally get different and sometimes more in depth information from males than will other males.

### ***(U) Village Medical Outreach (VMO)***

(U) The VMO assessment is very specific to medical concerns. It should be used by the FET when participating in a formal VMO and when conducting FET missions accompanied by a medical provider that equates to a “walking VMO”.

(U) The village medical outreach (VMO) program is a specific effort designed to rapidly provide medical care to a local village. Generally, these are coordinated through the G9 and serve as a train the trainer opportunity between the local medical care providers and coalition force medical care providers.

### ***(U)“WALKING VMOs”<sup>49</sup>***

(U) At times, a medical provider or corpsman participates with the FET. When the FET incorporates use of female medical providers on patrol, the topics of the engagements become focused on medical care. Likewise, the FETs are obligated to adhere to VMO guidance and provide more detailed information that will allow the overall assessment submitted to GIRoA to be accurate in order for the Ministry of Health representatives, the Provincial Reconstruction Teams (PRTs) and Non-Governmental Organizations to address the needs for long term sustainment.

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Of note for leader's planning FET missions, once the female engagements focus on medical care, the information gathering mission is limited because medical care becomes the primary topic.

### **(U) RISK OF FET HAVING A MEDICAL CAPACITY<sup>50</sup>**

(U) Risks are associated with FET serving as a mobile VMO. The leadership must consider if local community members will be undermined by FET providing female medical care. For instance, the community may have females that are herbalists that traditionally provide female care, who may lose respect and income if FET supplants them as medical care givers. This concern may hold true for local pharmacists and midwives as well. Beyond impacting the local care providers, FETs must also be aware of other international agencies such as NGOs that could be unintentionally impacted by FETs efforts as well.

(U) Just as other CMO entities must conduct area assessments in an area to determine 2<sup>nd</sup> and 3<sup>rd</sup> order effects before conducting development projects or allocating CERP funds, so should FET members in regards to females. FETs needs to determine local traditions for care of aches and pains, typical community cost of local care, traditional foods eaten to cure sicknesses, traditional care givers (elder women, family members, midwives), doctors who provide house calls, the most common ailments that the women have in the village, etc. The area assessment is not incumbent upon FET alone; other entities exist that complement this effort such as Human Terrain Teams (HTTs), PRTs, Marine Cultural Information Teams (MCIT).

(U) Once indentified, FETs can coordinate ahead of time with the local female medical provider to prevent undermining their status, and to incorporate them into the planning process for supporting female medical issues. Such plans may include medical requirements, supply requirements, and future medical outreach programs.

## **VI. ASSESSMENTS AND INFORMATION MANAGEMENT METHODOLOGY**

### **ASSESSMENTS**

(U) The final prong discusses options for an assessment tool to guide female engagements, collect data on the female population for trend analysis, and inform the command regarding the female population in the battle space.

### **GUIDE FOR FEMALE ENGAGEMENTS**

(U) Asking the "right" questions is imperative. General conversation and "chit chats" is certainly beneficial for establishing a report and confidence. However, after the initial introductions, a guided question set helps ensure that the information garnered supports the mission and informs beyond simply building report.

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(U) TCAPF is widely used to help inform development efforts. The collection system allows narrative information to be collected in a systematic way that can then provide numeric information with relative symmetry. However, TCAPF is insufficient as the sole question set for female engagements; particular if a specific line of effort needs to be supported for the combatant commander's mission. Thus, having an assessment tool which is geared along the lines of operation helps give the FETs a set of anticipated information outputs for FET efforts.

### **DATA COLLECTION FOR TREND ANALYSIS**

(U) Atmospherics are only as informative as their singular point in time. Ethnographic data need to be collected in the same way over a longer period of time. This allows for analyst to determine if trends exist and if so, in what context the trends are potentially influenced. This is particularly important when influxes of action consistently occur in or around the same time as military operations.

(U) As an example, a FET in a village might document a rise in females remarking about "fear" of security forces as patrols increase frequency. This response can be compared with patrol frequency in the same grid and composition of the patrol. This information becomes an indicator for the battalion to determine the level of community confidence in the security posture. Equally, as discussed in terms of triangulating information, the female responses and males responses should be compared within the same grid for overall perception.

### **INFORM THE COMMAND REGARDING THE FEMALE POPULATION IN THE BATTLE SPACE**

(U) The commander of a battle space must determine how to allocate limited assets. The information gathered from the females is yet another source of information for determining where to apply assets for maximum effect. Depending on where the main effort lies, FET can assist in guiding engagement efforts along that same priority.

(U) For example, the command is conducting clearing operations in one sector. The commander orders FET to focus inquiries about the impact of those operations on the bordering districts to determine the 2<sup>nd</sup> and 3<sup>rd</sup> order effect of the operations on the individual households.

### **EXAMPLES FOR A FEMALE ASSESSMENT TOOL**

(U) First and foremost, a thorough study of appropriate MOEs and MOPS should be established for FET. Likewise, a worthy analysis will also include establishment of

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individual and collective tasks as organizational guidelines. Without these standards military guidelines, difficulty exists in establishing an assessment tool. However, in the current adaptive environment, other models can be used to establish a baseline and help guide the collection efforts and assessments of FET effectiveness.

(U) Regardless of the assessment tool selected, it should incorporate FET’s contributions along the Lines of Operation, just as we assess any other enabler’s success or failure to help achieve the mission. Though FET may contribute in some LOOs to a heavier degree than others, there exists opportunities for all LOOs to be informed by the FET engagements.

(U) The military gages unit success with assessment tools that are generally based off of measures of performance and measures of effectiveness that are linked to individual and collective tasks. FET should be no different.

***(U) MEB Assessment Tool (Derived from Sub-National Assessment Model)***

(U) The MEB Assessments office developed a model after the MEB Assessment Tool that nests with the ISAF assessment metrics. The method was derived from the Sub-National Assessment Model which assesses along the lines of the LOO’s (Security, Governance Reconstruction & Development, ANSF). (U) The dimensions measured per LOO are listed in Table 10 below (also adds reintegration and reconciliation as a current operations consideration for assessment)

<b>Governance</b>	<b>ANSF</b>	<b>Security</b>	<b>R&amp;D</b>	<b>Reintegration &amp; Reconciliation</b>
Leadership	Coordination & Cooperation	Freedom of Movement	Health Care	Acceptance in the Community
Planning, Budgeting	Partnership	Influence / Trust	Education	Nomination of Candidates
Presence	Rule of Law (OCCD)	Enemy Threat Capability	Potable Water	Monitoring Adherence
Administration	Capability	Stability	Roads	
Participation	Leadership		Energy Infrastructure	
Reintegration			Roads	
“Shadow” Government			Economic	
Judicial System				

**(U) Table 7. LOO measurement standards.**

(U) An assessment tool can assist in consistent data collection if the collection methodology is created with an understanding of the desired command endstate for which the assessment tool should be seeking to determine

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effectiveness/status. These are a few elements that can be informed through an assessment tool.

- Collect data on the female population
- Inform the command regarding the female population in the battle space
- Establish MOEs and MOPs
- Provides Topical Guides for Engagements
- Information Collection Initiative for Trend Analysis

### ***(U) Tactical Conflict Assessment Planning Framework***

(U) Tactical Conflict Assessment Planning Framework (TCAPF) has previously been mentioned as a useful tool to be incorporated into female engagements. The benefit of TCAPF is the simplicity of question format that allows narrative discussion, yet captures information according to limited input descriptors. TCAPF is a tool for informing about the significant infrastructure and development requirements of an area. Therefore, in regards to FET collecting information in support of CMO efforts and USAID projects, TCAPF questions sets may be utilized.

(U) Though TCAPF is a tool for guiding interviews and collecting data, TCAPF should not be used as the sole tool for collecting information as the question sets are not specific enough to encapsulate female considerations. Likewise, TCAPF is not exactly an assessment tool, rather, it serves best as a tool for trend analysis to indicate periodic shifts in social grievances and priority community needs.

## **VII. Tactical Employment: FET Mission, Methods & Techniques**

### **METHODOLOGY<sup>51</sup>**

(U) FET is an enabler that should be imbedded at the lowest tactical level of a unit (patrol) in order to perform persistent engagement in a non-permissive to semi-permissive environment to interact with Afghan females. FETs imbed with the units at the lowest level and actively engage with the local populace to be of any value. The FET makes no contribution as a garrison entity. Unlike HTTs and FHETs that have an analytical responsibility, the FETs are primarily focused on engagements. Other than writing reports and consolidating their data for distribution, FETs should be gainfully employed planning missions with the unit, rehearsing and executing those missions.

(U) FET will only be as good as training they receive and the unit they support. As with any enabler, the FET will require guidance from the receiving unit and the unit must facilitate research efforts. Specific examples of a FET Research Design, Concepts of Operations, and Tactical Employment follow.

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**INCORPORATION INTO THE TARGETING MATRIX<sup>52</sup>**

(U) FET missions should be worked into the targeting matrix to ensure that the mission is fully developed from the brigade to the lowest patrol level (Table 6). Targeting matrixes are built for both lethal and non-lethal targets; FET missions populate the non-lethal targeting matrix. The chart below shows how FETs define target, tasks, and purpose that support operational and strategic goals.

	<b>Tactical</b>	<b>Operational</b>	<b>Strategic</b>
<b>Target</b>	Local national females	Afghan populace	International community
<b>Task</b>	Engage females in a culturally sensitive manner to inform operations	Interact with the Afghan populace	Achieve a tolerant, united, and pluralistic nation that honors its Islamic heritage and the deep seated aspirations towards participation, justice, and equal rights for all
<b>Purpose</b>	To gather atmospherics to inform COPS and FOPS in support of the commander's mission	To give commanders a full spectrum view of the other population's perception	To stabilize Afghanistan for equivalent geo-political affect in South Asia

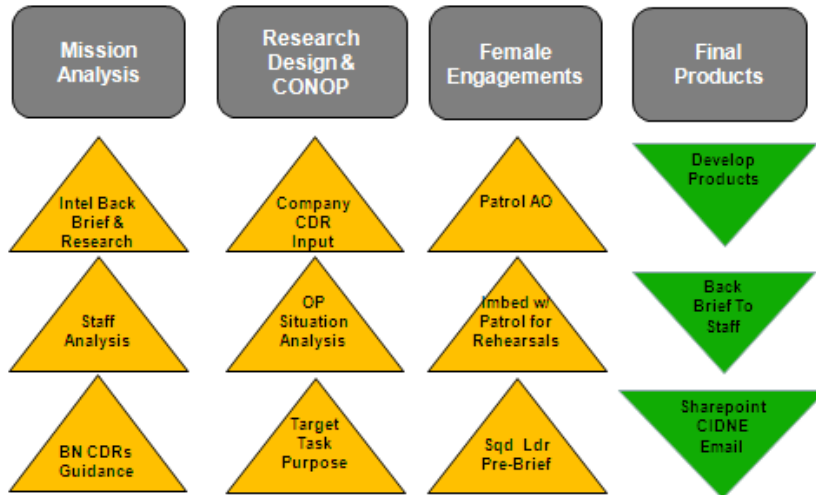
(U) Table 8. Targeting matrix for employing Female Engagement Teams.



### MISSION PLANNING

(U) A standard methodology, as shown in Figure 6, for a FET mission should be:

- 1) ID mission requirements
- 2) Develop a research design with Target, Task and Purpose to facilitate FET incorporation into the targeting cycle at the RCT/BCT level and the mission cycle at the Battalion level.
- 3) Prepare a concept of operations (CONOP) to clarify FET scheme of maneuver, time on target, name areas of interest, and requirements for the receiving unit.
- 4) Participate in patrol debriefs, prepare standardized mission reports that inform the assessment mechanisms and is input into information share systems such as Marine Link, TIGR, or CIDNE depending on unit report procedures.



(U) Figure 6: FET Mission Methodology<sup>53</sup>

### RESEARCH DESIGN

(U) Pre-packaged research designs with accompanying question sets and generic concepts of operations can be prepared for recurring themes (medical needs, economic indicators, information operations) to facilitate the battalions briefing able to quickly employ FETs with an organized intent. Likewise, standardized reporting procedures for FETs should be established for continuity across ISAF. Without standardized collection, the comparative value is diminished.

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(U) Generally, a research design is prepared on unit letterhead, addressed to the unit commander. For example, the research design shown below is for the Commander of Regimental Combat Team 7 (RCT 7). Format is not as important as content. This format includes information that is required for CIDNE inputs, thereby making the reporting procedure simple because the data collection is planned from the beginning.

<b>RESEARCH DESIGN</b>	
<b>Target Populace</b>	Local National Females
<b>Task</b>	Interview Afghan females
<b>Purpose</b>	To identify economic opportunities for females

<b>(U) RESEARCH DETAILS</b>				
<b>Research Topic</b>	Economic Development in support of Civil Military Operations			
<b>HTT Members Scheduled</b>	FET Team Leader			
<b>Methodology Planned</b>	In depth questions and participant observations			
<b>Location Planned</b>	District			
<b>Grid Coordinate</b>	1234567890			
<b>Research Planned</b>	<b>Date</b>	23FEB2010	<b>Time</b>	1300

**(U) RESEARCH DISCUSSION**

RESEARCH TOPIC 1: Female Employment

RESEARCH QUESTION: How do women contribute to the local economy?

SUPPORTING QUESTIONS?

1. What labor is performed in the home?
2. What type of revenue is created by the jobs that women perform, even if the males of the household are conducting the transactions outside of the home?

RESEARCH TOPIC 2: Female Job Opportunities

RESEARCH QUESTION: What professions or types of employment are culturally acceptable for women?

SUPPORTING QUESTIONS? What jobs are and are not culturally acceptable? Why?

## VIII. Training

(U) The book, "The Overseas American" recommended a training program for Foreign Service officers working abroad, if they are to be effective in community development.<sup>54</sup> The training consisted of 1) A liberal arts education program 2) Professional training in a subject matter field. 3) Special linguistic skills, area knowledge, and experience relevant to overseas deployment 4) immediate orientation to the particular job to be done abroad.

(U) Training for FET has a near term and long term component. FET is needed for immediate operations will require on the job training. But FET has more applications future warfare for the US Military and coalition partners that need to be planned, resourced, and incorporated into doctrine.

### NEAR TERM TRAINING

(U) In the near term, it is recommended that the US Marine Corp FET training program be modeled by units developing FETs to support current operations. The USMC training curriculum is outlined in the Task Force Leatherneck Concept of Operations which lists the following as training requirements:<sup>55</sup>

(U) CG Intent & Campaign Objectives: Brief overview of mission, objectives, and current operations. Intended to give FET members situational awareness on current operational activity in the AOR. FET members will gain an appreciation of how their efforts relate to and affect unit goals and mission. Brief given by Fires and Effects Coordinator.<sup>56</sup>

(U) Operations Overview: Brief overview of future Operations. Intended to give team members situation awareness of future operations and how FET efforts relate to the overall plan to engage Local Nationals across all facets of engagement activities. Brief given by Future Operations Plans Officer.<sup>57</sup>

(U) Female Engagement Team CONOPS: Overview of FET mission and employment. Intended to define FET mission and for team members to fully understand the importance and unique nature of their mission. Brief given by HTT social scientist.<sup>58</sup>

(U) Research Methods and Reporting: Overview of research methods useful in a field environment, such as focus groups, value surveys, questionnaires and introduce reporting requirements and procedures. Brief given by HTT team leader. Brief given by HTT social scientist.<sup>59</sup>

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(U) Interviewing Techniques: Brief on the field application of interviewing in an appropriate cultural setting. Specifically, it will teach tactics such as building relationships of trust (BRT), and direct versus indirect lines of questioning. This training module will familiarize new team members with basic ethnographic assessment methods, including but not limited to interviewing techniques and participant observation, customized and streamlined for the unique circumstances of the Afghan conflict environment. Brief given by HTT social scientist.<sup>60</sup>

<b>Topic</b>	<b>Content</b>	<b>Possible Instructor</b>
Cultural Awareness	A brief overview of Afghan culture and specific considerations for proper cultural interaction	Interpreter
Information Operations	Brief on basic IO principles and activities. Brief will focus on importance of IO awareness from the perspective of friendly and enemy perceptions.	IO Officer
Operational Security	Brief on basic OPSEC principles and activities. Brief will focus on OPSEC requirements and considerations in support of FET engagements.	OPSEC Officer
Basic Photography	Brief on basic photography skills and employment of camera equipment in support of capturing FET activities.	Combat Camera NCOIC
First Aid & Hygiene	Brief basic first aid and hygiene in support of personal and indigenous care. Emphasis placed on operating in extreme heat and austere environment. Basic training in identifying potential health hazards and basic LN health care requirements.	Corpman
Security & Self Defense	Training on basic Rules Of Engagement	Staff Judge Advocate
	Supports react to contact and self defense. Intended to give basic overview of security considerations and techniques. Course of instruction will include basis search techniques used on internal security operations. This course of instruction may involve basic familiarization fire of weapon	Senior Infantry NCIOC
Combat Skills Training	Tactical training that provides refresher training of basic combat skills. These courses will focus on training to increase TTPs according to SOPs. Courses include Immediate Action Drills, Radio Familiarization and Communication, and Combat Life Saver (ISOPREP). Weapons Handling, EMP (Enhance Marksmanship Program), FWS (Foreign Weapon Safety), Crew Served Weapons Training, Combat Lifesaver/Indigenous Treatment, Call for MEDEVAC, Casualty Assessment, IED Training, Mine Training, Land Navigation, Combat Reporting, Every Marine A Collector, Military	

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	Ops in an Urban Terrain, Patrolling, Convoy Operations/IA Drills ISO Convoy Ops Squad Tactics/IA Drills ISO Squad Tactics Guardian Angel.	
Language Training	Class will teach basic communication skills that build relationships of trust (BRT) and show a level of cultural interest on the part of Marines to interviewees. Language facilitates communication, which in turn can build levels of trust.	Language training will be a collaborative FET effort with FET interpreter leading the training

**(U) Table 9: FET Training Content (Marine Corp Model)**

**LONG TERM TRAINING REQUIREMENTS**

(U) A cradle to grave assessment of FET needs to be conducted in order create a full scale program that achieves the desired intent of gathering information and building relationships with the population. The respective service’s Training and Doctrine Commands would need to lead such an effort. Elements to be determined would be individual and collective tasks, measures of performance and effectiveness, and resourcing considerations. With sound doctrine, the services can create an enduring program.

(U) With sound doctrine as a guide, the pre-deployment training requirements can be established to be incorporated into large scale training exercises such as at the National Training Center, Joint Readiness Training Center, and other training centers. Recommend that the U.S. John F. Kennedy Special Warfare Center and School develop all courses and training programs because of their familiarity with civil affairs operations.<sup>61</sup> For retention, additional professional development training after arriving at the FET would be an incentive to join the program and/or return for multiple assignments. Table 9 provides a list of possible training topics to include that would be appropriate for FET members

Interactive research	Practice engagements according to a proscribed research design.
Quick Turn Deliverables	Practice conducting an engagement with a requirement for an report within a tight suspense to test the FET member’s ability to respond quickly and with quality to the reporting process.
Situational judgment tests (SJTs)	SJTs are personnel selection instruments that present job applicants with work-related situations and possible responses to the situations. There are typically 2 types of instructions: behavioral tendency and knowledge. Behavioral tendency instructions ask respondents to identify how they would likely behave in a given situation. Knowledge instructions ask

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	respondents to evaluate the effectiveness of possible responses to a given situation. <sup>62</sup>
Scenario	Knowledge response instructions ask respondents to select the correct or best possible response or to rate the effectiveness of responses. Behavioral tendency response instructions ask the respondent to select the response that represents what the respondent would likely do or to rate the likelihood that they would perform an action.
Analysis tools	Palantir, Falcon View, Statistical Package for Social Scientists(SSPS), UCI Net, ORA, ARC GIS

**(U) Table 10. Possible training topics appropriate for FET members.**

**IX. Equipment**

(U) The following equipment is encouraged for issue to females in addition to standard issue in order to allow for optimal cultural sensitivity to the Afghans, and to the male counterparts working with the FET teams.

**(U) Head Cover**

(U) Why wear it? Wearing the head cover shows respect to both the Afghan men and women. The head scarf is not solely a religious indicator, the scarf is more importantly, a cultural norm. By wearing the head scarf or equivalent head cover, Coalition Forces (CF) females show respect and deference to the culture. The scarf identifies the CF females as women in the same manner as Afghan women are seen in public. Likewise, taking the head scarf off when inside the compound shows a comfort and familiarity with the women inside the household because that is also where Afghan women are allowed to take off the head scarf. These small actions build trust through physical demonstrations, which are particularly important when language is a barrier.

**(U) Release Tube (Urination Funnel)**

(U) A release tube allows women to urinate standing up without dropping their trousers. When in an austere, field environment, bodily functions become a consideration for sanitation and movement. Urination generally calls for females to drop their trousers, which is unwise for a number of reasons.

1. (U) *Hygiene*: When wearing flak vest and associated equipment, squatting is highly inconvenient, time consuming and can be a messy procedure. To more hygienically and comfortably “squat”, many females will take off the flak vest which removes a required piece of force protection equipment. A funnel allows the female to stand to urinate, thereby preventing the need to take off the flak vest.
2. (U) *Exposure*: Pulling down trousers exposes the females, which is offensive to the Afghans in the surrounding area and often becomes a spectacle for the ANSF members that accompany most patrols. Again, the funnel reduces the number of times a female must remove her garments.
3. (U) *Environment*: Many company outposts use “piss tubes” for urination for the men. They then use either “wag bags” or diesel burning waste collection bins for fecal matter. For the women to use the bags for urination is a waste of bags which are sometimes in short supply. To use the diesel burning bins is contrary to the design of the burn bins because water waste does not burn well and splatters the personnel detail responsible for burning the bins. As such, the funnel allows the women to use the “piss tubes” and fall in line with the proscribed methods of waste disposal at an outpost.
4. (U) *Transit*: While on convoy, the funnel allows urine to be collected in a bottle to prevent having to stop the convoy. Although this is not encouraged for either males or females, when necessary, having a method to address bodily functions is far better than slowing the convoy or exposing the vehicles unnecessarily in high conflict zones.

**X. Force Management**

**PROPONENCY**

(U) Every successful program has a proponent office that takes responsibility for the program. The report recommends that the Civil Affairs community be the proponent for FET. “On the front end, this translates to recruitment and training. On the back end, it translates to requirements, resourcing and force management. Typically these types of programs eventually collapse because they are considered unique and fleeting. This section outlines a process to create an enduring commit that goes beyond just Afghanistan and Iraqi would submit this should be an enduring commitment beyond just Afghanistan.”<sup>63</sup>

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### **(U) Recommended Proponent Office – Civil Affairs**

- U. S. Army John F. Kennedy Special Warfare Center and School - The Proponency Office has the responsibility for managing the careers of all Special Forces, Civil Affairs and Psychological Operations soldiers from the time they enter one of the career fields until they leave.<sup>64</sup>
- Responsible for DOTMLPF - doctrine, organization, training, materiel, leadership and education, personnel and facilities.

## **CAREER PATH MANAGEMENT**

(U) To make FET a viable career choice for the participants, FET must be an acceptable position that does not decrement professional advancement. The career progression described is based on the Army's personnel system, but should be similarly aligned for other services. Potentially, a joint female engagement training program would be the most appropriate solution to capitalize on the separate service's strengths.

### **(U) Officers**

Within the Defense Department, the nature of the program favors junior to mid-grade officers who have successfully served on an operational detachment. The program encourages females who are interested in working in a field as part of a small team developing usable information. Candidates would have to understand that the program intended for officers who will spend a two to three year tour with the FET.<sup>65</sup> Potentially, the assignment would lead to continued education or to work at higher headquarters and even continue this assignment cycle of three years with FET balanced with assignments to their primary branch afterwards. While FET would not be a functional area designation, it is feasible that FET would become an ongoing aspect of a female officer's career trajectory in order to hone their skills and refine the process. Other opportunities for growth and development must be provided for FET members. (U) Warrant Officers could potentially move in and out of the FET community.

### **(U) NCOs**

NCOs would have the ability to move in and out of the FET community and return to working in their primary MOSs, thereby bringing valuable knowledge and skill back to conventional forces. FET should not restrict any MOS. On the contrary, diversity in the FET community would make the teams more dynamic in what they could offer to the female with whom they interact.

## **MTOE/TDA AUTHORIZATIONS**

(U) This proposal seeks to minimize the administrative burden by recognizing the zero sum nature of MTOE/TDA authorizations, to utilize over-strength officer population, and minimize training requirements to allow maximum unit operation readiness in the community. By falling in under the Civil Affairs training that already exists, the

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proponent can minimize time FET members would populate the Trainees, Transients, Holders and Students (TTHS) account and decrease the amount of time that the soldier is away from the operational field units.

(U) The Human Resources Command must determine if the respective service is capable of supporting initial fill of the FETs for both officers, warrant officers, non-commissioned officers, and junior enlisted. Initially, the assumption is that FETs would be a branch immaterial job. To succeed in assigning officers to the FET teams, the OPMD Distribution Division would need to authorize requirements for team positions and give equal credence for priority fill of positions. This proposal recommends designating additional authorizations for FET.

### **ASSIGNMENTS**

(U) The best target for modeling the FET teams is the Civil Affairs Teams (CATs). The programs have similar force structure and task organization, thereby making the relatively painless for commands to integrate.

(U) After being selected, FETs would be assigned to unit in the same manner as active and reserve CATs assignments with USACAPOC oversight. The smart planner should then be able to deploy the teams with the benefit of planning, and get a reasonable return in line with his expected value.

## **XI. Team Composition**

### **FET TEAM COMPOSITION**

(U) Great utility exist for having a female engagement team capability. In this section, the requisite skills are presented for FETs to accomplish their mission. The organization construct and administration of the program outlined in this chapter will offer a solution that can be rapidly implemented to resolve a significant intelligence gap.

(U) The FET organizational structure and task organization are consistent with other enablers imbedded at the combat team level. The FET members assigned to the battalion with direct liaison and oversight by the battalion civil military affairs unit Build AO specific data/relationships. The FET will be comprised of 2-4 persons handpicked for their physical fitness, maturity, enthusiasm, and 'people' skills.<sup>66</sup> The team will consist of team leader and permanently assigned female interpreter.<sup>67</sup>

### **PART TIME FETs DECREMENT FORCE STRUCTURE**

(U) Marine FET teams are currently "ad hoc", pulling females from multiple disciplines. Most females are drawn from the Support Battalions, which generally have a higher number of females, where they serve in typical MOS positions on a day to day basis. As requested, the FET members are removed from their normal missions in order to operate with the FET. The immediate impact is a detriment to the force structure for the

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Support Battalion Commander. With many positions being only one deep in their specialty, this is a significant burden on the supply companies, resulting in either delayed missions or other personnel having to pull double duty to back fill the requirement.<sup>68</sup> For the individual female Marine, she is disadvantaged by having to balance the demands of her supervisors, progression in her primary MOS and the extracurricular FET missions.<sup>69</sup>

**FULL TIME ASSIGNMENT**

(U) Assignment to FET must be a full time duty that is viewed as a prestigious assignment by the DOD. Persistent engagement calls for the same personnel to interact with the local population to build enduring relationships. This is not possible with “ad hoc” FET teams that generally interact with the locals on a one time basis.

(U) The intent of the FET is to develop an organic capacity for collecting cultural knowledge and establishing long term relationships with the host nation female populations to facilitates ethnographic collection of information that reflects the longitudinal of change in population sentiment that may otherwise be overlooked on a macro level. A unique skill set is required to be a member of an FET sensor team, therefore, the selection process must incorporate screening considerations to effectively recruit quality candidates.

**SELECTION CRITERIA**

(U) The one skill identifier that is nonnegotiable is gender. Though gender is required to accomplish a FET mission, other criteria should be considered for effective engagement. Just being a female does not mean that a soldier/marine will be a good FET member. The following Table 7 identifies several key characteristics to consider when developing the FET human selection package:

<b>Individual Skills</b>	<b>Interpersonal Skills</b>	<b>Environmental Tolerance</b>	<b>Technical Competence</b>	<b>Geo Political Awareness</b>
Language Fluency	Cultural sensitivity	Tactical Experience	Drafting and Analytical Skills	Regional Knowledge
Sound judgment	Team Experience	Willing to work in harsh environments	Computer proficiency	International Operational Experience
Oral Communication Skills	Adaptive to Complex Environment with many stakeholders	Willing to work long hours	Technical Competence (computers, signal equipment, GPS)	Diplomatic Etiquette and Awareness
Written Communication	Maturity (particularly in	Capable of Assessing	Communication s signal	Negotiating skills

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Skills	regards to professional bearing and demeanor)	ASCOPE Metrics: (Areas, Structures, Capabilities, Organizations, People, Events)	equipment familiarity	
Capable of working in High Pressure Situation	Coping skills		Geo spatial tool utilization	Capable of Assessing PMESII-PT Metrics (Political, Military, Economic, Social, Information, Infrastructure, Physical environment, Time)
Flexibility to respond to changes quickly	Ability to Liaison with many parties of differing background		Social Network software skill	
Physically Fit			Link Analysis software skill	

(U) Table 11. Key characteristics for selection Female Engagement Team members.

**XII. Recruiting FET Members**

(U) How does the military recruit the appropriate members for the FET team? This section will discuss recruitment considerations for FET members as general candidate considerations that would apply to participants from any organization.

**SKILL SET REQUIREMENTS**

(U) Significant criteria are language capability, personality, communication skills, and knowledge of the region of study.

- To effectively interact with the population, the FET member needs to have fluency in the language.
- To create and maintain long term relationships with the population while also interacting with multiple stakeholders from the military and diplomatic echelons, the FET sensor must have a personality suitable for the task at hand.
- The information reports must be constantly updated which requires written communication skills potentially coupled with sufficient skill in ethnographic software applications.
- More importantly, the relevance of the ethnographies needs to be communicated orally to decision makers.

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- Finally, the FET member must have experience and familiarity with the region in which she will work.
- Language reflects the society that employs it, containing new ideas and borrowed terms as well as historical concepts which have remained in common use. Even with the best translation, some meanings may not be passed from speaker to sensor. Given the number of language groups within some target countries, it is not realistic to expect FET members to achieve fluency in every language within their area of operation, so supplementing the teams with well trained, physically capable translators is essential.

*"It is in the course of learning his language and how to use it that every human being acquires the bulk of his culture. An ethnographer, himself a human being, can hope to acquire another society's culture only by learning and using its language. Thus, as a set of forms, language is not only a part of a culture; as a set of easily manipulated non-iconic signs, it is a major instrument for learning it"<sup>70</sup>*

(U) But even when FET requires the use of an interpreter to collect data accurately, the population she interacts with will sense her enthusiastic efforts to engage them in their own language. Practice using a translator should be including in training. The engagement leader must ensure that sentence structure is short with common words that can be easily translated by the translator. Pauses allow the translator to translate the question or statement for the native females. As a primary goal of this program is to develop and maintain long-term relationships, continued efforts by FET members to improve their language abilities will be noticed and appreciated by their contacts within target population groups.

### LANGUAGE

(U) The Department of Defense currently uses the Defense Language Aptitude Battery (DLAB) as a method to estimate the ability of its members to learn a language, as well as a means to determine assigned languages for candidates.<sup>71</sup> Candidates that score lower on the exam are generally assigned to languages in the lower categories, which use the Roman alphabet and require simple or no verb conjugation.<sup>72</sup> Candidates that score higher on the exam are assigned to more difficult languages which utilize an alphabet other than Roman, have several tones, and require more complicated verb conjugation.<sup>73</sup> What the DLAB does not test, however, is the willingness of a candidate to learn a language, or the candidate's interest in the language to which she is assigned; thus, the need for willing participants for the FET sensor program.<sup>74</sup>

### PERSONALITY

(U) Personality is the second essential element of an appropriate candidate to be an FET sensor. In a briefing to students at the Naval Postgraduate School, Greg Mortenson, author of *Three Cups of Tea* and social entrepreneur, referenced a

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discussion with Admiral Olson in which he mentioned that the army needs to better learn to develop relationships as a primary effort, and not an incidental activity.<sup>75</sup> FET will build long-term trust-based relationships with both the client society and the Country Team, NGOs, and other government agencies in order to leverage missions and implement policy, at the strategic, operational, and tactical level. These interpersonal relations are crucial to the ethnographic collection process and durability of the FET program. Therefore, personality must be an integral consideration for FET candidate recruitment.<sup>76</sup>

Personality typology helps inform the recruitment process, “careful analysis of performance requirements can identify the configuration of personality characteristics suited for a given job...personality often does not predict behavior in specific contexts. However, more extensive research has showed that when behavior is aggregated across contexts, that personality can be a modest to good predictor of behavior.”<sup>77</sup> Several test exists that may be administered to candidates to help indicate their ability to succeed as an FET members.

### COMMUNICATION

The Myers Brigg test is based on Carl Jung's *Psychological Types*; the test, “gets at inborn personality traits that determine styles of thinking and judging. It alerts us to recognize differences that can impede good communication”<sup>78</sup> Another method is to review candidate personality traits as compared to their vocational interest (Table 8). The process would utilize the Five Factor Model (FFM) of personality, which “describes the basic dimensions of the normal personality”<sup>79</sup> in conjunction with the RIASEC, which describes vocational interests. “One common thread that links personality traits (FFM) and vocational interests (RIASEC) is that they influence behavior through motivational processes. That is, they influence choices individuals make about which tasks and activities to engage in, how much effort to exert on those tasks, and how long to persist with those tasks.”<sup>80</sup> This point is critical for FET’s because the program desires LONG TERM commitment and participation.

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<b>FFM – The BIG 5 <sup>81</sup> Personality Traits (prototypical characteristics)</b>	<b>RIASEC – The BIG 6 <sup>82</sup> Vocational Interests</b>
Extraversion (sociable, active, energetic)	Realistic people prefer activities involving the systematic manipulation of machinery, tools, or animals.
Agreeableness (cooperative, considerate, trusting)	Investigative individuals tend to be analytical, curious, methodical, and precise.
Conscientiousness (dependable, organized, persistent)	Artistic people tend to be expressive, nonconforming, original, and introspective.
Emotional Stability (calm, secure, unemotional)	Social individuals enjoy working with and helping others.
Openness to Experience (imaginative, intellectual, artistically sensitive)	Enterprising individuals enjoy those activities that entail influencing others to attain organizational goals or economic gain.
	Conventional individuals enjoy the systematic manipulation of data, filing records, or reproducing materials.

**(U) Table 12. Description of two types of personality tests.**

(U) Other personality characteristics which are worthy of consideration when screening include motivation assessment and susceptibility to changing allegiance. The Strength Deployment Inventory (r) assesses motivation, or purpose, of behavior, rather than the behavior itself.<sup>83</sup> The term “going native” is often applied to anthropologist who becomes immersed in the population of study beyond an observational context.<sup>84</sup> For FET members, “going native” could lead to international ramifications for national security. The Thematic Apperception Test (TAT) was commissioned by the Office of Strategic Services (O.S.S.) in the 1930s to identify personalities that might be susceptible to being turned by enemy intelligence.<sup>85</sup>

(U) Test for communication skills are more easily garnered from candidates. A written sample will demonstrate the candidate’s capability to clearly express information in a grammatically correct, concise manner. Personal interviews with candidates will assist in evaluation of candidate’s oral communication skills. Likewise previous supervisors could assist in providing evaluations on public speaking and briefing capability.

**(U) Target Populations for Recruiting Qualified Candidates**

(U) “Certain individuals have an affinity for operating overseas in different languages, culture, and among different peoples.”<sup>86</sup> While natural talent will serve well, inherent talent must also be fostered and complemented through training and development to be an effective FET member. T.E. Lawrence serves as an outstanding example of the culturally adept warrior. Lawrence’s success was not his “ability to ride a camel, wield a sword, or shoot a gun that enabled him to connect with and lead the Arabs in operations against the enemy, but rather his sociocultural understanding of the Arab people, gained through intense study, investment of time, and natural affinity.”<sup>87</sup>

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(U) Several Department of Defense populations arise as prime candidates to be FET members. The Department of State political officers also showcase as good examples because of their mandate to be “sensitive to political climates abroad, and interpret events and situations as they relate to U.S. interests”.<sup>88</sup> However, the Special Operations Forces community has the most likely candidates in the Army Civil Affairs (Active and Reserve), Army Psychological Operations, military intelligence officers, military police and engineers. However, this in no way limits the total contributing population; the list simply identifies branches that have already incorporated elements of direct engagement in their baseline training.<sup>89</sup>

### ***(U) Recruiting for Small Teams: Special Forces Example***

(U) Although women are not in Special Forces (SF), this report will use the special force model as an example of how to effectively recruit and train candidates for small team operations. There is no intent to correlate the Special Forces combat mission and the FET engagement missions. MAJ Varman S. Chhoeung and Chief Warrant Officer 2 Chad T. Machiela directly informed this review of the special forces program through their thesis research for an Ethnographic Intelligence program for Special Forces, which was advised by Dr. Anna Simmons, Naval Postgraduate School, Department of Defense Analysis.

(U) Dr. Simmons defines Ethnographic Intelligence as “information about indigenous forms of association, local means of organization, and traditional methods of mobilization”<sup>90</sup> It is the collection and processing of information regarding “ties built through kinship connections, tribal relationships, religious education, and other forms of normal, everyday association”<sup>91</sup> A FET member requires similar traits to be successful.

## **XIII. RETENTION OPTIONS**

(U) Retention options should be packaged for the FET from the inception of the program. Retention options allow the service member to consider their personal desires as they plan their career path. Such consideration may include their education, professional development schools, autonomy of operations, and personal preferences.

### **ADVANCED CIVIL SCHOOLING**

- (U) Education Utilization tours with FET
- (U) IAW DOD Directive 1322.10, every ACS quota is associated with an initial utilization tour. Army Educational Requirement System (AERS) accounts for validated fully funded graduate positions and is monitored by the AERS Program Manager.<sup>92</sup> Officers receiving ACS/EGSP funds are expected to fulfill their contractual agreement to the Army by completing their entire utilization tour and

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active duty service obligation. Any curtailment or deferment must be approved prior to movement of the officer. Officers that have received an Army sponsored degree will serve in as many utilization positions as possible following their initial utilization assignment.

- (U) Education through the ACS program garners a 2 to 1 active duty service obligation (ADSO). As such, a two year masters program garners a 4 year commitment – half the time of an undergraduate ROTC scholarship with the same ADSO. (AR 350-100, Officer Active Duty Service Obligations)

### **SCHOLARSHIPS, FELLOWSHIPS, INTERNATIONAL EXCHANGE PROGRAMS**

- (U) Offer a “package of options” that include but are not limited to scholarships, fellowships, and ACS opportunities. This allows a spectrum of offerings that could be enticements for females soldiers to select FET as a continuing part of their career path.
- (U) The options can contain and specify elements of regional focus aligned with overseas assignments

### **STABILITY**

(U) Because the capabilities and skills of the FETs will be in such high demand, the operational tempo for these teams will be high, potentially with rates similar to Special Forces units that average of 270 days per year on deployment, with concomitant strains on personnel and their families.<sup>93</sup>

## **XIV. Risks and Considerations**

### **REPRISAL FOR AFGHAN FEMALES**

(U) If the enemy forces believe that Afghan females who are being engaged are a threat, then the women will be targeted for intimidation and reprisal. One way to mitigate the impact is to ensure the distinctions between FET, FST, and FHET.

### **TOXIC TOPICS**

(U) Female engagements are not intended to change the culture for Afghans, nor are they intended to alter the role of women in combat. The potential to do more harm than good exists if these roles are confused. The primary purpose of the FET military teams is gather information from and build relationships with a segment of the population that is segregated by gender. To date, there are no reports to indicate that reprisal against a female occurred after speaking with ISAF females.

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### **(U) “Rambets”**

(U) FET is not intended to alter the role of women in combat. A legal review of the FET program that the Marine FET program “concepts of operation requests to employ female teams in support of combat operations do not violate statutory or Department of Defense (DoD) or service regulations concerning the employment of women in combat. Females in these CONOPs are not “assigned” to positions primarily engaged in direct ground combat nor is the primary functional mission of the teams to engage in direct ground combat”<sup>94</sup> Dr. Montgomery McFate, Senior Social Scientist for the Human Terrain System, “My view on the role of women in 'combat' is that since the end of the Korean War, there really haven't been any 'front lines', a construct that assumes a linear battlefield which no longer actually exists.”<sup>95</sup>

(U) Concern remains about females supporting combat operations. The three most prevalent arguments against women in combat are:

- National response to female POWs where statements are posed such as, “I think the nation is ready to accept female casualties but suspect that it could be demoralizing for male combatants in contemplating what their captured female co-warriors might have to endure.”<sup>96</sup>
- Psychological Impact: “Sometimes, though, thinking takes a long time to catch up to reality and you are always going to find people that resist it. I think what you're seeing here, is that a set of traditional gender norms (e.g., men should protect women, women should not be distracting men with thier feminine wiles) which have disintegrated in civil society are still alive and kickin' in the military. Even if you happen to agree with some of those norms and roles, the big question is - does restricting women from combat roles in the interest of protecting them actually serve the war effort? The answer should guide our path forward on this.”<sup>97</sup>
- Sexual Tension and Misconduct from Males and Females Co-habiting on the same military camps bases in a deployed environment.

### **(U) “Burning Bras and Burkas”**

(U) Female engagement is not a movement towards female liberation nor an attempt to alter the Afghan culture. Rather, it is an operational response to respond to the current, conservative response to the Afghan segregation of males of females.

### **(U) “Celebutants”<sup>98</sup>**

(U) FET is not a media spectacle for publicity. Though the missions draw a lot of media attention because of their relative novelty, the FET is a military operation with a security intent.

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**(U) “Usurp” Future Development Efforts<sup>99</sup>**

(U) Connections with the females and gathering information is important but not at the expense of future operations.<sup>100</sup> FET has no funding and can make no promises; they are responsible for gathering information that informs the next phase of operations. Therefore, the first contact needs to be positive so that the next units are not decremented in their ability to contact the local population because of poorly conducted FET operations.

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## **XV. Appendix A: Battlefield Scenarios**

(U) The following scenarios are examples of female engagements conducted in Afghanistan. These examples demonstrate some of the challenges, applications, and opportunities for FET.

### **SCENARIO 1: LEADERSHIP ATTITUDE ADJUSTMENT**

(U) Not every leader is quick to recognize the merit of female engagement as a contribution to the unit mission but attitudes can change when value is realized. One team leader of a co-ed team stated that he supported female engagements but his leadership actions consistently showed otherwise by selecting missions that did not include female engagements. For example, the FET did not participate in a AUP recruiting for an upcoming AUP academy. The AUP Academy had training prepared for both males and females, yet the team was not allowed to target females as part of the research project nor were they allowed to observe the AUP training for females even though invited to participate. On another occasion, the leader deliberately put the females on a separate convoy under the auspice of “security” – meaning, the route the females were supposed to take was safer than the route the males were supposed to take. Yet, the team was a non-lethal enabler so “security” decisions should have been made irrespective of gender. As it turned out, the female convoy was hit by an IED – the primary killer in this war happens not to discriminate by gender. Over the course of several months, the female research projects were continually put on the back burner and dismissed as not relevant to the unit’s mission. However, as the unit began to prepare for a significant operation, the topic of female engagement began to arise from the Commander as a topic of emphasis. The team leader, recognizing that he had missed an opportunity to be ahead of a topic, allowed the female team members to pursue female engagements and to develop research plans. The point is not the period of time where the team leader prevented the female engagement, the point is that even the most adamantly opposed leader recognized the value and adjusted to respond to the need to gather information from the female populace to inform operations.

### **SCENARIO 2: INFORMATION**

(U) Nawa District needs more ANP and the battalion commander has requested information on how to best recruit ANP candidates. The regimental information operations (IO), Civil Affairs and Human Terrain Teams align FET efforts to inquire as to what actions the local Nawa community would recommend for a successful recruiting campaign. The result was a community based approach with elder support and specific messages geared to enhance the image of the ANP as an honorable and respected effort. Ultimately, the campaign was viewed as a success for recruiting male ANP. No questions were asked regarding how to recruit female ANP for Nawa. This was despite

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the fact that the AUP Academy in Kandahar included a sequence for female ANP members to be trained in a session taught by MEB FET members. The full spectrum information gathering sequence and implementation plan would have allowed for information to be provided on both male and female recruiting efforts and training at the academy.

### **Scenario 2 : CLARIFYING TERMINOLOGY**

(U) During a unit assessment of security, both males and females spoke with local Afghans to determine their perspective of security. Men defined security in kinetic terms such as how many shots were fired or bombs exploded. However women defined security in terms of their environment regarding to the safety of their children and the safety of their home. The females concerns were more closely related to civil security rather than in regards to enemy forces. For one family, security was a major concern even though the kinetic activity in the area was greatly reduced . The father feared for the women in his family and even his son, because they were the only women within about a mile with no other families nearby. The only neighbors were single young men of the ANP and road construction crews. Unknown to local ISAF forces, the the father discussed having been a prisoner of the Taliban in the past. This fact arose during the interviews with the females. The wife's health and daughter's first pregnancy was an immense concern for the husband. As such, the female assessment of security in this area was significantly different than the male military assessment.

### **SCENARIO 3 : THE VALUE OF PERSISTENT ENGAGEMENT<sup>101</sup>**

(U) A battalion had previously requested a FET team that were temporarily tasked for a specified operation but the FET immediately departed the battle space upon the operations conclusion. Their departure meant that the battalion was not able to take advantage of the initial contact and build relationships to help define stability projects. As such, the battalion requested a permanent team that arrived a few weeks later. The most successful FET visit was to the Battalion's Southernmost COP where they engaged over 250 women in the course of five days. The local women invited female Marines and Sailors into their compounds for meals and regular visits in the future.

### **SCENARIO 4: CHANGE IN COMMUNITY Demeanor<sup>102</sup>**

(U) A month prior to the FETs arrival, the elders stated that women would mostly likely never speak to Marines, female or not, and the village women would absolutely never come to the COP, even for medical emergencies. The FET team was able to demonstrate their sincerity to the elders, who then allowed females to visit the local COP. The FET received local women the day of their arrival, some of whom were only escorted by their young sons. Coupled with only a patrolling effort, the FET team made

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an impact large enough to keep women seeking the teams at the COP even two days after their departure.

With a dedicated team in the district center, the battalion was now able to move forward with both a women's sewing education/business project, a girl's school and regular visits to the local hospital with the ability to treat women. The FET was also able to coordinate efforts with USAID to hold a Women's Appreciation Day meeting and festivities at a newly dedicated hospital.

### **SCENARIO 5: COMMANDER'S EMERGENCY RESPONSE PROGRAM (CERP) SOLUTION**<sup>103</sup>

In conjunction with the civil affairs team (CAT), the FET conducted battle damage claims at the Civil Military Operations Center. The CAT had a CERP claim that they could not process because no adult was able to validate the claim. A young boy, about 10 years old, had been trying to process a claim from an incident that had occurred nearly eight months ago. Almost a year ago the boy's father died, but the CAT could not process the claim because the boy was a minor and did not have an adult to verify the claim. This stand-still between the CAT and the child was able to be resolved when the FET unit was visiting the village. The boy brought his mother to see a FET member who were then able to process the claim and make a CERP payment of 100,000 AFG.

### **SCENARIO 6: SHAPING OPERATIONS**<sup>104</sup>

(U) A female GySgt was the FET team leader that supported a four week long clearing operation in a highly contentious area known for its high number of improvised explosive devices (IED). . The Company Commander who coordinated the shaping operations included the FET into his concept of operations to ensure that they were used in the right areas for maximum effect. As such, the squad escorting the FET enabled over 250 women to be seen [for medical treatment] in one week. The mission was so successful that the unit requested more FETs with more female interpreters and female medical providers stating, "they are in incredibly short demand and are an invaluable force multiplier as they are easily utilized

### **SCENARIO 7: MEDICAL INSIGHT**

(U) Females sometimes think to ask questions that males do not think to consider. With one doctor, discussion topics included abortions, birth control, female hygiene, vitamin deficiency leading to child malnutrition from inadequate breast milk, and sexually transmitted diseases. None of these topics had been broached by the male corpsmen at the COP out of concern for being culturally rude in questioning the doctor. Likewise, they had made the assumption that no females visited the clinic because they never saw them. The doctor laughed at this suggestion, saying that the corpsmen never

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visited before 1000 hours and all women were seen prior to 0800 hours so that they could tend to their children and responsibilities at the home...therefore, the doctor saw them first.

### **SCENARIO 8: FEMALES INTERVIEWING MALES**

(U) Security guards for a construction company were interviewed by a FET member. When the security guards asked if they would join the ANA, they said yes. When asked if they would join the ANP, they said no because it was not honorable and paid poorly. This was reiterated in another village, going even further to say that the dishonorable ANP job would hurt their ability to marry as well. With wealth and marriage being a key tenant to Pashtu "nang" or honor...the statements provided unique insight into why recruiting for the ANP was so poor.

### **SCENARIO 9: ROLE MODELS FOR THE YOUTH**

(U) The kids and young adults in a mountain village had never seen a female service member. The youth and the female soldier taught each other how to count one to ten in English and Pashtu respectively. The recurring request from the children was for a school for their village. One adolescent male stated that he wanted to be a pilot. Small statements on the surface like these are poignantly indicative of the desire for education and future employment in a professional occupation. Having educated youth who desire to be pilots will achieve more for long term security because at this point, their other options are limited, making them easy recruitment targets for the enemy. While this information is very similar to what the men would hear from the children too, the difference was that the young girls in the group were able to witness a female who was literate, able to read, write and teach. This encourages the young men and women alike

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(U) NOTE: The following vignettes are taken verbatim from the *Small Wars Journal Blog* article, “Half-Hearted: Trying to Win Afghanistan without Afghan Women”<sup>105</sup> Authors of the article are colleagues in the same organization as the authors of this proposal and participated in some of the same missions described. No matter who writes of FET missions, there are several consistent themes: FET is relevant to inform military operations about the population and FET needs to resourced will full time females and capable translators?

### **SCENARIO 10: THE RIGHT CONDITIONS: BUILDING RELATIONSHIPS IN DISTRICT “A”<sup>106</sup>**

(U) District “A” is a poor, socially conservative wheat-farming community in southern Afghanistan. A company of Marines moved into the district last year and began establishing a ring of security and influence around their base, driving away a significant number of insurgents in the process. When the authors of this article visited District “A” approximately two months after Marines had first arrived, the local bazaar was open and shopkeepers reported that business was improving. But the mood was still tense. Taliban were watching the community, and local residents had yet to make up their minds about whether to accept foreign troops. *Will the foreigners deliver a better situation? Will they stay for the long haul, or leave and subject us to Taliban retribution?* We heard more skeptical remarks than optimistic ones. As it turned out, this is precisely the environment where a FET is well-designed to deliver gains by cementing relationships with locals in ways that male Marines cannot.

(U) A seven-woman FET arrived and accompanied male infantry on numerous foot patrols over the next several days. During the first patrol, Marines were surprised to discover that when they stopped to chat with local men outside a residential compound, the men agreed to allow the FET inside their homes to visit the women. Once inside, the FET succeeded in breaking the ice and convincing the local women to open up and discuss their daily lives and concerns. Word soon spread that female Marines were in the area, and this led to an even warmer reception for the FET on subsequent patrols. We learned that some Afghan women had even been anticipating the opportunity to meet female Marines. In one home, the women said they had caught glimpses of the patrolling FET through a crack in the wall and that they had “prayed you would come to us.”

(U) The Afghan women were from surprisingly diverse backgrounds. Though all were poor, some had been raised in relatively prosperous circumstances before the wars of the last three decades. Some were refugees from other parts of Afghanistan, including one group of young women who said they had fled Taliban captivity and were pleased with the Marine presence. The team spent roughly an hour with each family accepting

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tea and bread, and the FET's female Navy corpsman provided over-the-counter medicines in return. Afghan women in a few homes said they worried that the female Marines would not return to see them again.

(U) Local women were not the only receptive residents. Here, as elsewhere, the presence of female Marines softened and facilitated the interaction with local men and children. One gentleman with a gray beard who opened his home to the FET put it this way: "Your men come to fight, but we know the women are here to help." (With a sheepish grin, he admitted that the female guests were also "good for my old eyes.") Some men felt more comfortable airing their grievances to a female audience than to a male one. Several men, for example, described their indignation at a particular body-search technique used by male Marines—a technique relatively unobjectionable in Western settings but which, for that reason, left Marines unaware of its insulting nature to local men. This FET-created awareness of an indigenous point of view allowed Marines to devise a new, less objectionable way of searching local men and avoid needless conflict.

(U) Among the lessons from District "A": FETs are valuable when employed as part of a classic "oil spot" counterinsurgency approach, working from an established outpost in a semi-permissive environment where they have access to families in their homes. This approach also offers the chance to conduct repeat visits to households over the course of a deployment, deepening relationships and expanding troops' situational awareness and areas of influence.

### **SCENARIO 11: LITTLE TO GAIN: A RECONNAISSANCE OPERATION IN DISTRICT "B"** <sup>107</sup>

(U) A Female Engagement Team supported a reconnaissance operation in District "B". The mission integrated a variety of special teams (the FET, a three-person Civil Affairs team, a five-person Human Terrain Team, and some Information Operations Marines and interpreters) for two days of patrols led by a company of infantry Marines and Afghan National Army soldiers. The purpose was to gain information about the infrastructure and local population in several villages that lacked any Afghan government presence. The operation demonstrated that a variety of "enablers," as these special teams are sometimes called, were able to work together productively despite their sometimes competing agendas. The FET, for example, was joined by two female researchers with the Human Terrain Team. The all-female composition of the two groups allowed the FET to provide tactical security and linguistic support to the HTT during its meetings with local women.

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That said, missions that call for troops to venture into areas that they have no intention of holding are often of limited value. By passing through villages just once, the Marines tended to generate more friction than rapport. When the patrol stopped in an abandoned compound to bed down, local elders, claiming that our presence would invite attacks by insurgents, begged the patrol to move away from the village. The FET and other special teams were able to gather rudimentary information, but did virtually nothing to influence the villages or the Taliban's evident dominance of them. FETs—and international forces generally—should direct their finite resources toward areas they intend to hold. FETs should be used in areas where they can build trust with locals over time.

### **SCENARIO 12: MEDICAL CARE: THE BENEFITS OF GOOD PLANNING<sup>108</sup>**

(U) The FET in District “A” hosted a temporary medical clinic for women inside the combat outpost. For approximately two days before the clinic opened, Marines “socialized” the idea with locals by coordinating their presence with the district governor and by explaining the initiative to local men during foot patrols. The night before the clinic opened, an invitation to the local population was advertised in brief messages over the outpost's tactical radio station. The radio message and the foot patrols made clear that female Marines and caregivers would be running the clinic. Despite these outreach efforts, expectations were low that any women whatsoever would show up. In fact, nine women (four of child-bearing age, five elderly) arrived the next morning seeking care. Two had personally heard the radio advertisement. Each woman was accompanied by at least one male adult relative. Some brought children. FET Marines searched the visitors at the outpost entrance and escorted them to a shady spot near the medical tent. Female patients were brought inside the tent one at a time; each was permitted to bring along one male companion for comfort and security.

(U) Inside the tent, a female linguist and female caregivers heard patients' complaints and provided basic advice and care. The FET found that it had to shoo away curious Afghan men who sauntered over from the waiting area to try to peek inside the tent. The caregivers were able to do more for pediatric cases—cleaning and dressing a bad burn or dispensing amoxicillin for an ear infection—than for the more serious illnesses typically afflicting the adult women. Still, all the patients expressed deep appreciation for the diagnoses and advice given by the caregivers and gladly accepted pain relievers for arthritis and other aches and pains.

(U) It would be good practice to have a female Pashto linguist sit with the people waiting outside the medical tent, in addition to having a linguist inside. While waiting, local residents are a “captive audience,” providing an excellent opportunity for a FET Marine and linguist to engage in casual conversation and soothe the women's nerves. Female

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U.S. Army and Navy doctors in Afghanistan should be authorized to leave large Forward Operating Bases from time to time in order to treat Afghan women at smaller combat outposts.

**SCENARIO 13: ANOTHER MEDICAL MISSION: THE DANGERS OF “WINGING IT”**

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(U) At the request of a unit in eastern Afghanistan, a FET visited a clinic to teach local women classes about pregnancy and child care. Despite the obvious good intent of the visit, the Afghan doctors working at the clinic were annoyed when the FET arrived. Why? Because the doctors were not expecting the Americans on that particular day. In addition, local men and women were distrustful of the FET after its previous visit to the clinic. The Afghan doctors explained that on the previous visit, the FET had frisked several female Afghan patients at the clinic’s front gate. The offense apparently lay not in the frisking itself, but in its place and manner. It would have been acceptable, according to local opinion, if it had been conducted in a screened off area, but having been done in full view of Afghan men and male American soldiers, it constituted an offense.

(U) Experience indicated that the Afghan doctors had not exaggerated the negative consequences of the FET’s earlier carelessness. A pair of women who showed up at the clinic a short time later, having walked several miles to get there, turned and left upon seeing the American soldiers. The doctors begged the FET to leave, which they eventually did. An underlying cause of this minor debacle: female soldiers in the earlier offending group had been “volun-told” to be in the FET. It was evident to Afghan and American bystanders alike that some FET members had neither the training nor the desire to be there. Misfires of this kind are easy to avoid with a minimum of thought and planning.

**SCENARIO 14: PARTNERING WITH FEMALE POLICE AND CIVIC LEADERS** <sup>110</sup>

(U) We recommend partnering FETs with Afghan National Policewomen and civic leaders. The dedication and courage of Afghanistan’s small corps of female policewomen is nothing less than inspiring. A FET visited one station where the budget was so small the policewomen had to hand-sew their own uniforms. The policewomen said their jobs have so far been limited mostly to searching female civilians at police checkpoints. When the FET described its mission of substantively engaging Pashtun women in their homes, several female Afghan police expressed their desire to do similar work.

(U) Working side-by-side with FETs, Afghan policewomen would gain valuable experience in support of the Allied effort. By learning to substantively engage the public, policewomen have the potential to improve the image of the Afghan National

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Police in the same way that FETs help ease civilian attitudes toward U.S. troops. Any steps female police can take to improve the public's confidence in Afghan security forces would be welcome and helpful to our counterinsurgency objectives. Too often, civilians' first reaction to Afghan police is fear. Female police help change that. One female policewoman explained how she gently talks to female civilians to stop them from trembling as she pats them down. This small gesture, repeated many times and honored by word of mouth among Afghan women, can be undertaken only by females, and best by Afghan women police.

(U) Other female Afghan professionals with whom FETs should seek to partner include doctors, midwives, businesswomen, and development workers.

### **SCENARIO 15: FETS: AN OPTIMAL CONDUIT FOR DISTRIBUTING HUMANITARIAN AID<sup>111</sup>**

(U) The remaining sections of this paper offer some tactical lessons learned by FETs in the field to help their sister FETs avoid repeating mistakes.

(U) When time permits, it is better to deliver sacks of grain or other humanitarian assistance directly to each household rather than toss it off the back of a truck into a crowd of clamoring residents. Although the latter approach is common with relief efforts all over the world, as news reports reveal, its unruliness and inequity robs us of an opportunity to connect with the very individuals and groups we are trying to influence. We recommend using the FETs to distribute humanitarian supplies directly to the women of each household. This approach ensures equal distribution, openly and conspicuously empowers local women in their communities, and constitutes an effective way to start valuable conversations. Gifts welcomed by women include rice, grain, beans, sugar, tea, cooking oil, and over-the-counter painkillers. These opportunities to bolster our mission have no downside cost and should not be missed.

### **SCENARIO 16: DON THE HEADSCARVES, SHED THE "BATTLE-RATTLE"<sup>112</sup>**

(U) FET members should patrol with visible headscarves under their helmets. By doing so, when they enter a house or search a woman, they are less likely to be mistaken for male soldiers by local residents watching from the sidelines. Once inside the compound's walls, FET members who are not posting security should take off their body armor, eye-protection, and helmets. Wearing "battle rattle" in these circumstances is a prime example of putting force protection ahead of mission accomplishment. Incidentally, the body armor, once removed, becomes a good conversation starter during an engagement. A local woman who tried picking up a flak vest asked a FET member if she was "made of iron." Realizing the weight of the load, the woman said

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she was impressed with the sacrifices U.S. women endured to help Afghanistan. Anecdotal as this is, it and similar stories form a pattern difficult to ignore.

### **SCENARIO 17: DON'T TURN FIRST ENGAGEMENTS INTO INTERVIEWS<sup>113</sup>**

(U) On more than one occasion, the authors watched a fragile, fifteen minute rapport developed between a female Marine and a local resident suddenly dashed when a nearby FET member whipped out a pen and notebook to take notes. This happened to promising engagements with both local men and women. During one engagement, a Pashtun woman told her relatives to stop talking to an American woman who herself had begun taking notes. If Americans are typically unnerved by seeing someone write down every spoken word, we should not be surprised to see Pashtun's suspicions similarly aroused. The same problem arises when reading aloud a list of canned questions. Questions should be woven into the conversation naturally, and better still, should be asked in a subsequent meeting after some degree of trust has been established.

### **SCENARIO 18: PEEPING TOMS IN THE AFGHAN ARMY<sup>114</sup>**

(U) Male American troops are usually disciplined to avert their eyes from Pashtun women and avoid provoking Pashtun men. Afghan National Security Forces are another story. On two recent missions, the passions of local residents were inflamed when an Afghan soldier or policeman blundered into a bedroom or climbed a courtyard wall to oggle "the local ladies." In both cases, the offender was an ethnic Tajik. International soldiers, male and female, must be informed that they will need to guard against Peeping Toms and will need to summon the moral courage to grab them by the scruff of the neck when they step out of line, and educate them on good manners in Pashtun society.

### **SCENARIO 19: SCREEN FEMALE PASHTO LINGUISTS FOR ATTITUDE & FITNESS<sup>115</sup>**

(U) A lack of physically fit, female Pashto linguists has been an additional limiting factor on the effectiveness of FETs. FET linguists must be highly fluent in Pashto and fit enough to walk a few kilometers wearing protective gear. The other challenge is ensuring that linguists have the right attitude and training to be truly effective. It is a lack of "people skills," as often as a failure of language abilities, that impinges on the success of FET missions. In many cases, local men would have balked at opening their homes to the FET had they not been charmed by the cheerfulness or sheer boldness of a FET member or of the linguist she was commanding.

### **SCENARIO 20: VILLAGE MEDICAL OUTREACH (VMOs)<sup>116</sup>**

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The Naw-Abad village men have little access to health care, but as the women very rarely leave their compounds, most of them have never seen a physician.

Navy Lt. Michelle M. Lynch, medical officer with Marine Medium Tiltrotor Squadron 261, 3rd Marine Aircraft Wing, took a female engagement team and traveled inside each compound to give the village women needed health care.

"They are kept away from mainstream culture," said Lynch. "Their needs are easily overlooked."

Lynch noticed a lack of nutrition of pregnant and breast-feeding women while she was out on the last VMO, so this time she was able to bring and pass out Carnation Instant Breakfast to the women when she visited to help keep them and their children healthy.

She was able to look at 17 women, 18 children and two men while she traveled the compounds. The FET entertained the children and interacted with the women while they were waiting to be treated.

Lynch and members of the FET handed out toys, hygiene items and lotion to the children before leaving each compound.

After completing the medical outreach, Marines and members of the ANA distributed corn seed and fertilizer throughout the district.

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**XVI. Appendix B: Informative and International Oversight Documents**

**INTERNATIONAL DIRECTIVES AND RESOLUTIONS**

**UN**

- A. United Nations Security Council Resolution 1261, 25 August 1999
- B. United Nations Security Council Resolution 1314, 11 August 2000
- C. United Nations Security Council Resolution 1325, 31 October 2000
- D. United Nations Security Council Resolution 1612, 26 July 2005
- E. United Nations Security Council Resolution 1674, 28 April 2006
- F. United Nations Security Council Resolution 1820, 19 June 2008
- G. United Nations Security Council Resolution 1888, 30 September 2009
- H. United Nations Security Council Resolution 1889, 5 October 2009

**NATO**

- I. NATO Policy On Combating Trafficking in Human Beings, 15 May 2007
- J. Committee on Women in NATO Forces (CWINF) Guidance on Gender Mainstreaming, 2007
- K. Euro-Atlantic Partnership Council Document EAPC(C)D(2007)0022, Implementing UNSCR 1325 on Women, Peace and Security, 10 December 2007
- L. Operational Effectiveness and UN Resolution 1325 - Practices and Lessons from Afghanistan, May 2009
- M. NATO Bi-SC DIRECTIVE 4O-1 Integrating UNSCR 1325 and gender perspective in to the NATO command structure including measures for protection during armed conflict, September 2009

**GIRoA**

- N. National Action Plan for the Women of Afghanistan, 5 November 2006
- O. Afghanistan National Development Strategy, 1387 – 1391 (2008 – 2013)
- P. Gender Equity Strategy 1387-1391 (2007/2008 – 2012/2013). MoWA, 5 January 2008
- Q. Communiqué of Afghanistan: The London Conference, 28 January 2010

**AFGHAN WOMEN**

- R. Dubai Women's Dialogue on the London Conference on Afghanistan – Afghan Women's Statement and Recommendations, 24 January 2010

**LAW ON ARMED CONFLICTS**

- S. 1949 Geneva Convention IV Relative to the Protection of Civilians Persons in Time of War  
1977 Protocol Additional to the Geneva Conventions of 1949 and Relating to the Protections of Victims of International Armed Conflicts (Protocol I)

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**XVII. Appendix C: COMISAF Briefing and Notes 23 FEB 2010**

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#### SPEAKING NOTES:

Good morning, Sir.

I am Maj Maria Vedder, a civil affairs officer and member of the Human Terrain System. I worked 5 months in Helmand Province with RCT 7 before transferring to ISAF HQ to write a report that provides background, detailed methodology, and tactical employment considerations for female engagement teams.

#### NOTES:

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**Teammate & Research Methodology Advisor:** Ms Kristin Post, Social Scientist, HTS, RCT 7, Human Terrain Team 7

#### Supplemental contributions and oversight by:

Dr. Montgomery McFate, HTS, Senior Social Scientist (Topic: Relevance)  
Rebecka Bell, Independent consultant (Topic: Triangulation)



UNCLASS <b>RECOMMENDATION</b>	
	
<b>Establish ISAF Guidance for Female Engagement Teams</b>	
<b>Purpose:</b> To standardize female engagements for ISAF units to enable systemic collection of information from the female population in a culturally respectful manner to facilitate building confidence with the Afghan population	
<b>Guidance Should Contain:</b>	
<ul style="list-style-type: none"> <li>• Strategic, Operational, and Tactical Relevance of FETs</li> <li>• Organizational Constructs</li> <li>• Afghan Cultural Context</li> <li>• Informing the Lines of Operation</li> <li>• Tactical Employment: FET Methods and Techniques</li> <li>• Risks and Considerations</li> <li>• Information Management and Methodology</li> <li>• Assessments</li> </ul>	
<b>Key Takeaway:</b> A comprehensive engagement strategy is essential for building confidence with the population, but must be achieved with a coordinated effort governed by a specified intent for information synthesis.	
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**SPEAKING NOTES:**

I am recommending that you issue ISAF guidance for female engagement containing the specific elements listed. Such guidance will ensure consistency in reporting that is gained through quality training and engagement methods...the consistency is to ensure that we don't end up doing more harm than good with unintended culturally offensive mistakes and to gather information in a concise manner. .

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**WHY INTERACT WITH FEMALES?**

**To Build Confidence with the Population**

**RESPONSE**  
Engage 100% of the population

**RESPECT**  
Afghan societal norm of gender segregation

**RELATIONSHIPS**  
Develop community trust and cooperative environment to achieve the mission

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**SPEAKING NOTES:**

Many still question why we should single out females as focus of effort.

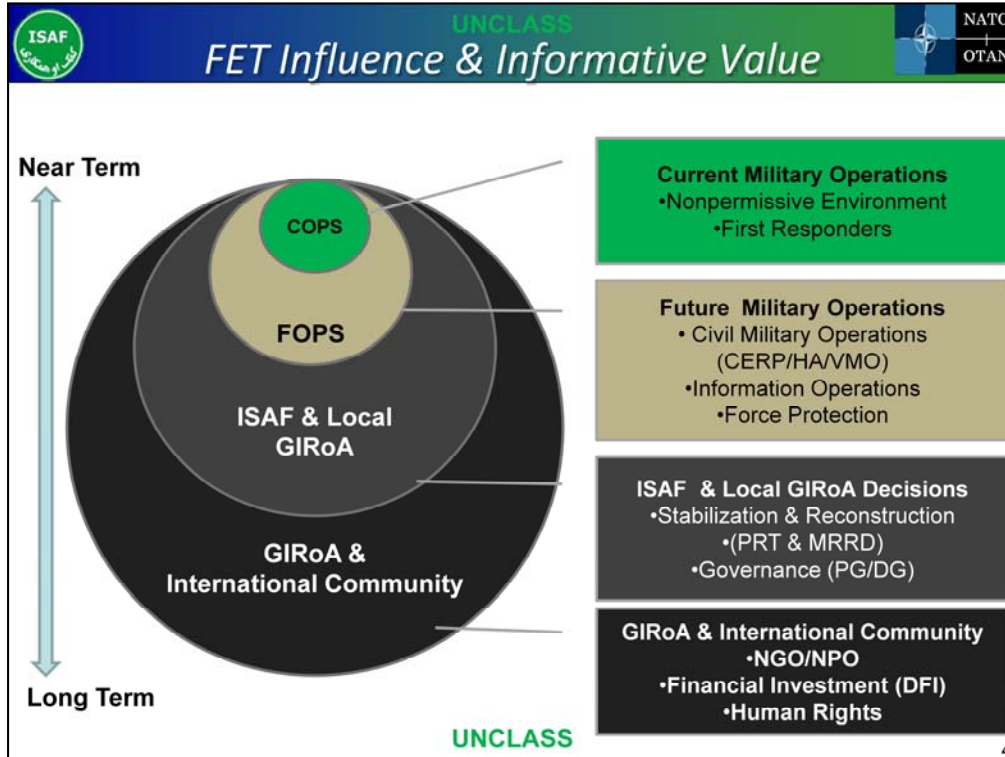
This stick guy represents the entire population.

In Afghanistan, you've got about half males, and half female.

But in Afghanistan, the culture segregates by gender. So the appropriate operational response that is culturally sensitive to that segregation is to interact male to male & female to female.

We want to understand 100% of the community by engaging them directly.

By doing so, we get the insight that we need, while being respectful of the culture, yet building the fundamentally essential social contracts founded on trust and established in a cooperative environment.....that social contract needs to be with the male and female population...both of whom are making decision about the future of this country, whether publicly or privately.



**SPEAKING NOTES:**

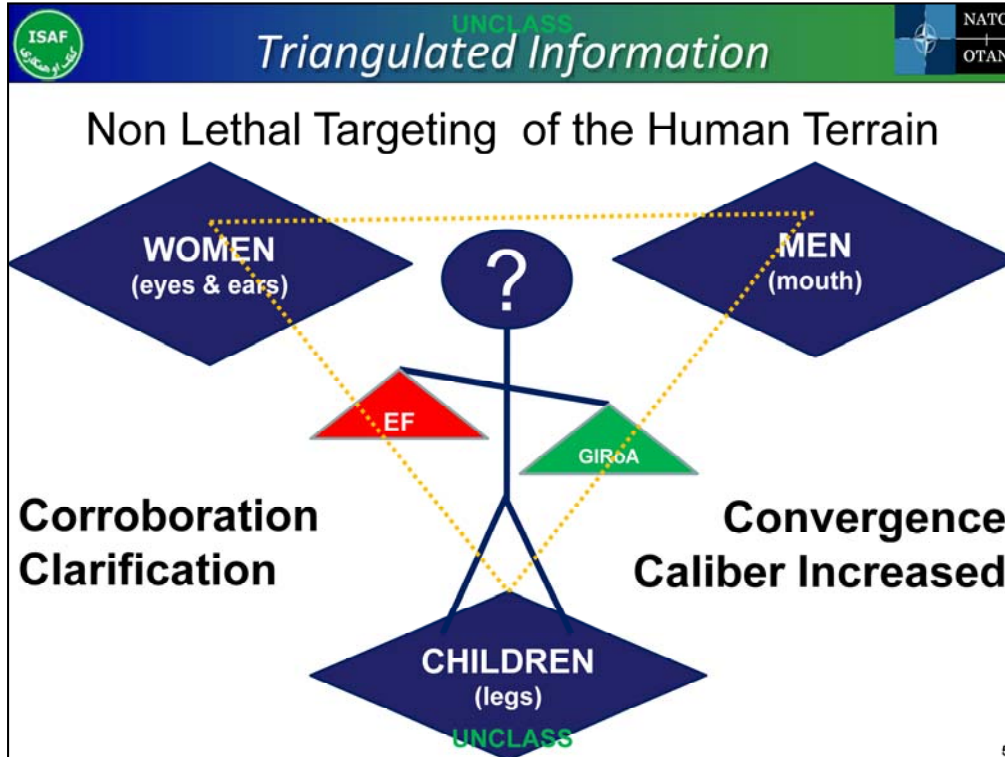
A question posed before was why must military female be responsible for female engagement...why not other?

In non-permissive environments, the majority of information is collected by military members because of the high threat levels. So if we are to get information from the female half of the population, then *military* females will be the one's getting the information because they are the only females operating in high threat areas.

The initial information gathered in the clear and initial hold phases of operations informs all future operations and sets the stage for non-lethal effect packages.

Long term, would hopefully find total transition of responsibility to GIRoA and the international community supporting sustainable development, pursuing economic prosperity, and human rights.

But the groundwork is done in those critical moments from the clear to hold phases....first impressions matter and they set the stage for all future efforts. And women in this society must be considered because limited mobility creates constraints in their access to the needed support.



**SPEAKING NOTES:**

The population is "center of gravity" in COIN operations.

The whole purpose of engaging members of the local community is to understand what this enigmatic population is thinking and perceiving as we conduct operations.

The Human Terrain is composed of men, women, and children that must be targeted to gathering information.

In Afghanistan, we observe rather consistent themes

Men = interpret information and tell you what they think you want to hear

Women = see and hear what goes on behind the walls

Children = the children run free in the community; they see and watch and are involved in nearly every activity in the community

The population must determine whether to support EF or GIRoA

To understand which direction they are leaning, we must get feedback from all 3 entities

By doing so, we:

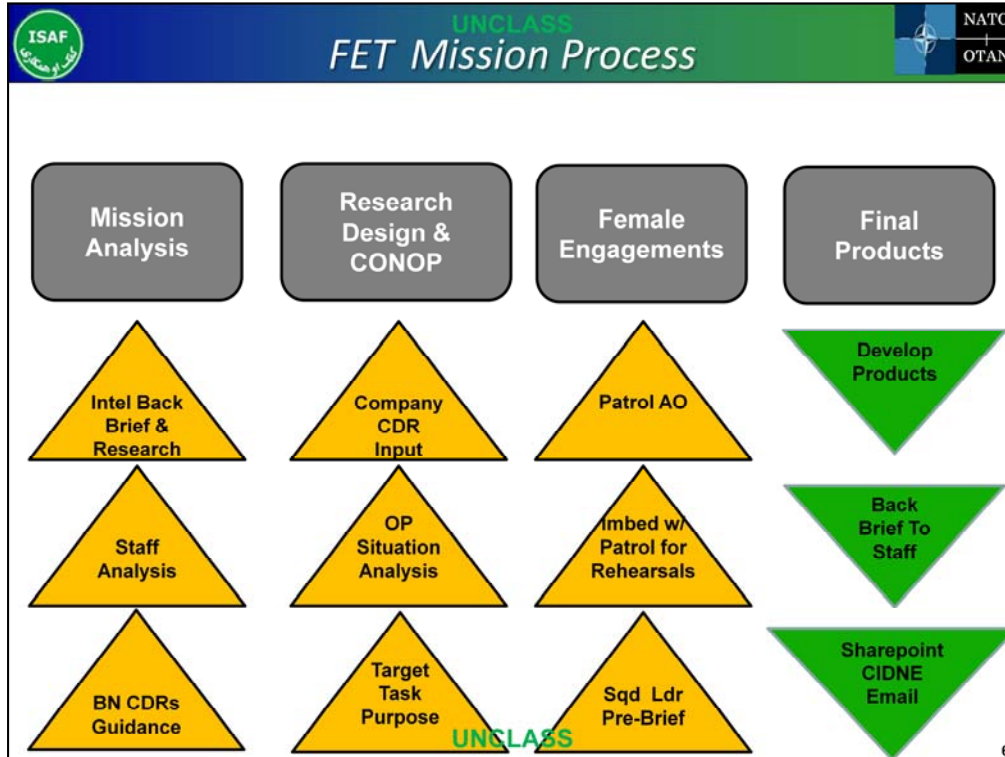
- Corroborate what each entity is saying
- Clarify what was meant by information gathered
- Get convergence on the common theme that resonate with the population
- And the overall caliber of the information we are gathering increases

Of note, the children are a delicate engagement endeavor as we do not want to put them at risk. However, approximately 45% of the population is under the age of 16...impressionable and vulnerable...prime target for enemy force recruitment. The future of Afghanistan rests with the children. If we don't engage, then the enemy will so they need to be considered in our human terrain targeting construct.

**BACKGROUND NOTES:**

The concept of triangulated engagement was presented by Rebecca Bell, an Independent Consultant on Governance, at a meeting arranged by MAJ Rice, Australian Major, Chief Instructor/Training and Learning Development Officer at the Counterinsurgency Training Centre - Afghanistan Camp Julien, Kabul in December 2009.

The concept has been adapted by MAJ Vedder to represent female engagement in a tactical scenario and to describe the benefit of the 4 C's. The adjustments are not the responsibility of Ms. Bell nor does the credit of this idea infer her support of the application of this technique in this environment.



FET is useless if the information gathered doesn't support the unit mission and if it is

Not operationally relevant. Interaction to build good will is beneficial but as a military

unit, there is a more important security responsibility that should be supported with guided purpose and intent for employing tactical units like FET.

In the military, we gage unit success with assessment tools that are generally based off of measures of performance and measures of effectiveness that are linked to Individual and collective tasks. FET should be no different.

Likewise, if the information is to be captured for trend analysis, there must be guidelines and reporting requirements for topics discussed during engagements to Create a collective pool of knowledge from which can be extrapolated broader Conclusions applicable to the entire ISAF community

Caliber of information is only as good as the interviewer, so training on how to Properly engage matters. But again, what comes OUT of the engagements, must go

IN to a central repository for dissemination.



ISAF  
اتحاد ايساف

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DEFER TO THE CONSERVATIVE APPROACH

NATO  
OTAN



- Respect the roles of the males in Afghan society
- Involve the elders to garner community support and give them ownership of the effort
- Respectful disposition builds confidence with the males and females that ISAF/GIRoA supports Islamic values and traditions

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**SPEAKING NOTES:**

Respecting the male role in conservative Afghan society is the most effective manner to enable female engagements.

When the elders are involved, the community supports, and they take responsibility for protecting the gathering of their females or opening homes to allow for military females to visit.

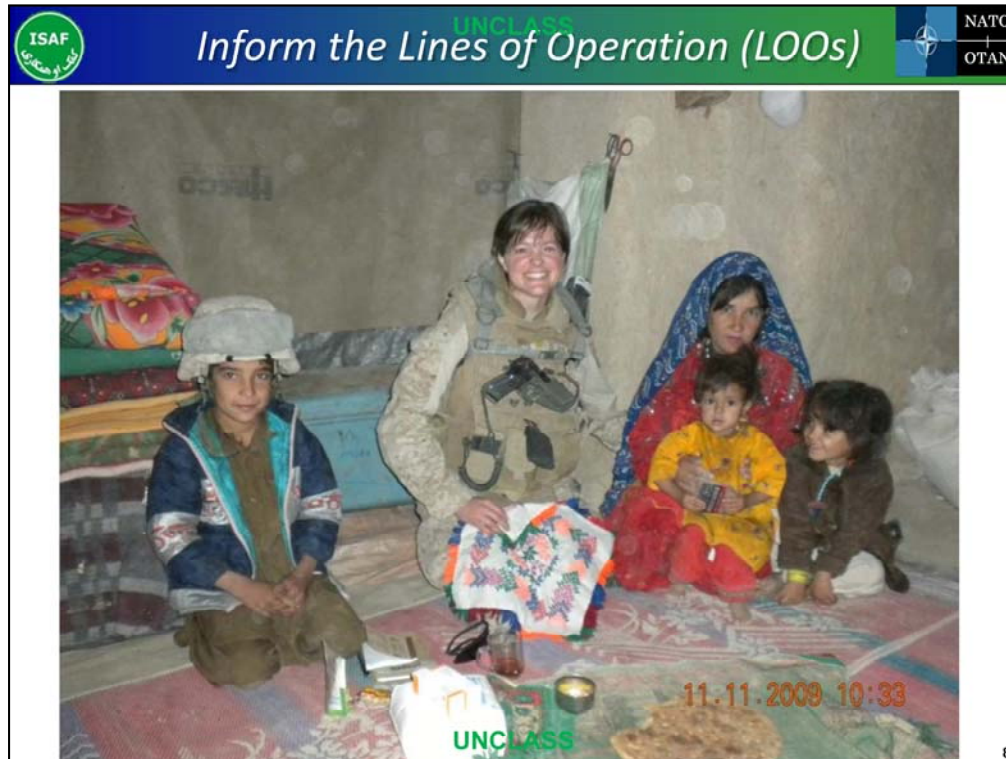
A military male leader requesting Afghan males to support female engagements has consistently been the most well received of the methods to organize female engagements.

**NOTES:**

Respecting the male role in conservative Afghan society is the most effective manner to enable female engagements. A military male leader requesting Afghan males to support female engagements has consistently been the most well received of the methods to organize female engagements. When the elders are involved, the community supports, and they take responsibility for protecting the gathering of their females or opening homes to allow for military females to visit. "Utilizing the tribal and government leaders incorporates them into the process and gives them ownership of the effort. If they believe that value exists in altering gender roles, then they illicit change in the community, not outsiders. If they bring the change, they will own it and we can leave." (MSgt Watson)

Honoring conservative values protects the female engagement team members from unintentionally offending Afghan males. To do so enhances mission effectiveness by incorporating the males into the process which earns their support and ensures a welcomed reception by the females after the male leader of the household invites the military females into the home. By showing respect to the traditional values, the FET and the partnered military males demonstrate a cultural competence that is well regarded. The men maintain their honor publicly and privately while the women earn the freedom to engage in open dialogue with no feeling of threat. With the proper type of introduction, better information is garnered from both the male and female conversations with no offense to either.

Pictured is the district governors of Nawa. In each KLE, the battalion commander and I developed an approach for speaking with each individual before we departed on the patrol. Then the BN CDR (Male Military Leader) made introductions to the Male Local Leader asking permission for me (Military Female) to speak with the Local Male Leader about military females meeting with local females. In each instance, the topic was well received and EVERY Male Leader offered specific guidelines and suggestions on how, where, and when the best FET engagements should occur. No two were the same, but each was appropriate for that district and all have been followed through by either the USAID Representative, Gail Long in Garmsir or by the MEB's FET teams. Particular now that FET members are being assigned for prolonged duty in the same area, which facilitates long term relationships and acceptance garnered by familiarity.



#### SPEAKING NOTES:

(Picture should be on the screen)

The female you see here is approximately 28, on her 8<sup>th</sup> pregnancy, 4 living children, 3 that you see here,

The eldest female aged 13 who is off to the side is pregnant with her first child, married to an ANP member.

The father is employed by the ANP as a cook.

The 3 dead children died before their 8<sup>th</sup> month, not from disease, but from malnutrition because of the mother's inadequate breast milk.

Why do you care what she has to say? Because EVERY female engagement informs the lines of operations and adds a different dimension to understanding the total population picture.

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**Inform the Lines of Operation (LOOs)**

NATO  
OTAN

Governance	ANSF	SECURITY	R&D
<ul style="list-style-type: none"> <li>•Leadership</li> <li>•Planning, Budgeting</li> <li>•Presence</li> <li>•Administration</li> <li>•Participation</li> <li>•Reintegration</li> <li>•"Shadow" Gov.</li> <li>•Judicial System</li> </ul>	<ul style="list-style-type: none"> <li>•Coordination &amp; Cooperation</li> <li>•Partnership</li> <li>•Rule of Law</li> <li>•OCCD</li> <li>•Capability</li> <li>•Leadership</li> </ul>	<ul style="list-style-type: none"> <li>•Freedom of Movement</li> <li>•Influence/Trust</li> <li>•Enemy Threat Capability</li> <li>•Stability</li> </ul>	<ul style="list-style-type: none"> <li>•Health Care</li> <li>•Education</li> <li>•Potable Water</li> <li>•Roads</li> <li>•Energy Infrastructure</li> <li>•Roads</li> <li>•Economic</li> </ul>

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**Speaking Notes:**

This chart shows the dimensions used by the MEB for district assessments. When comparing male responses and female responses some elements were similar while others were significantly different.

\*Governance paralleled with the men's findings.

\*ANSF was similar but more dynamically informed because of the family relations with the ANP.

\*Security showcased as a distinct difference in definition. Men defined security in kinetic terms, while women were more concerned for the household and children's safety.

But one area showcased as an opportunity to support improvement quickly.

**NOTES:**

\* Security was a major concern because the father feared for the women and even his son, because they were the only women within about a mile with no other families nearby; only single, young men of the ANP and road construction crews.

\*Contributing to the enemy threat capability, the father discussed having been a prisoner of the Taliban in the past, which no one at the ISAF base knew.

•The wife's health and daughter's first pregnancy was an immense concern for the husband. This differed from the male military assessment.



UNCLASS

**LOO FOLLOW THROUGH**









**MAKE NO PROMISES**  
**BUT FOLLOW THROUGH WHEN YOU CAN:**

1. Tea Pot = Improved Economic Capacity and Standard of Living
2. Translator Teaching = Literate Son
3. Pack of Socks = Exposure to Elements Reduced

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10

## SPEAKING NOTES:

The primary income of the family was cooking for the ANP. The women cooked and the father took the food to the camp where he served meals with his son's help. As such, the women were directly contributing to the economic stability of the family. Improvement in the family quality of life is directly impacted by their ability to produce more in the home. This was not captured as an economic indicator by the male assessment.


More importantly, a small effort of buying a tea pot tripled their ability to produce tea to sell to the ANP and improve sanitation for the family. This small effort demonstrated that the concerns were heard, helping build confidence in the population that ISAF is present to assist GIRoA in taking care of them.

During engagements, FET can not make promises, they can only listen. But when possible, answering a few needs can make a tremendous impact. An \$8 tea pot bought in Golestan bazaar, flown on a CH57 back to main base, and put on a convoy back to Bakwa....meant that the family doubled their bread production and ability to serve more tea, faster to the ANP. Simply by asking for the commander's support at the request of the father, the local translator started teaching the son. And a USO care package put socks on the youngest children. Simple, cheap and quick solution that endeared this family to the local base. We've been drinking 3 cups of tea for eight years, now let's help them start making the tea.

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*How does FET support ANSF??*



Partnership

Informing



Training

Recruiting

Professional Development

Public Perceptions

UNCLASS

11

**SPEAKING NOTES:**

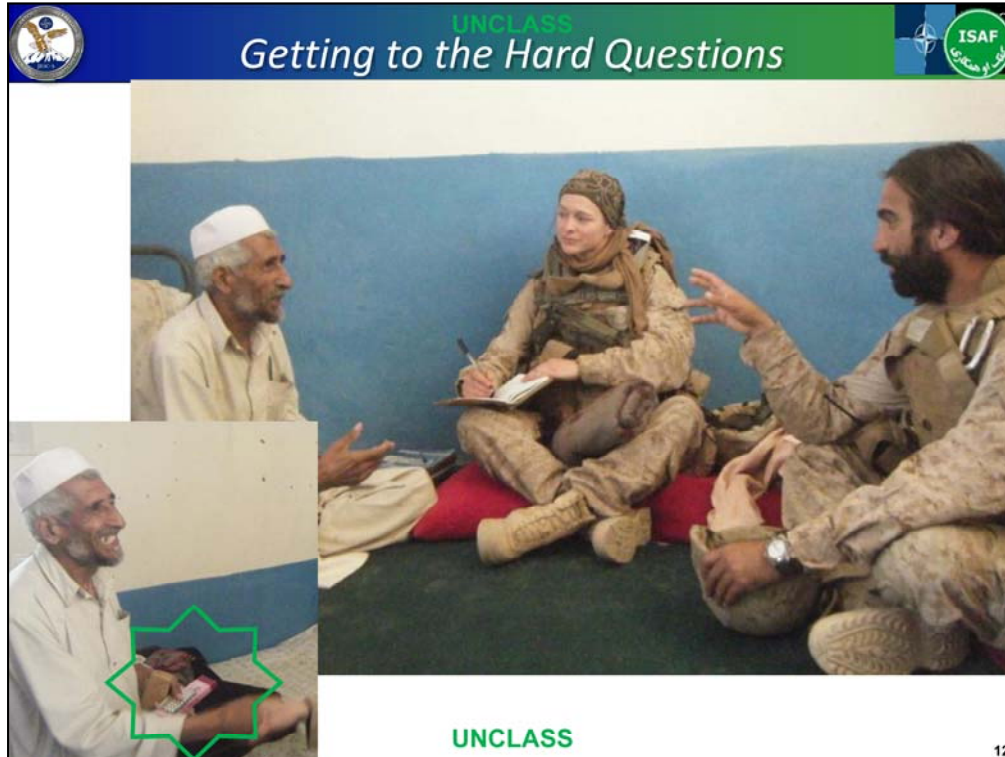
ANSF is growing its female representation. As the capacity grows, FET can help inform the recruiting effort and garner information about how the public perceive females in ANSF. And then partner with them for training and development.

**NOTES:**

A senior civilian asked, why are ISAF females engaging local females, why aren't ANSF females engaging the local females. Excellent point...ultimately, ANSF taking care of ALL security needs is the endstate...to include female engagements.

But the problem of recruiting for ANSF is systemic. Recruiting males is difficult at this, presenting a myriad of hurdles impeding military age males from joining the force. These include low literacy, dishonorable reputation, low pay, separation from family. These exist for women too but in addition, a layer of difficulty specific for women is present to include traditional attitudes of negativity to women in the work place, association of women in the police force being disreputable, and perception of women being socially alienated from the community. These comments came from a focus group with ANSF males regarding their female colleagues.

The professionalization of ANSF is occurring in part through partnership with and mentorship from ISAF. CSTC-A has recruitment goals for both male and female ANSF members. But reaching these goals will require both partnership for both genders and understanding of the recruiting barriers and negative public perceptions.



#### SPEAKING NOTES:

Females sometimes think to ask questions that males will not.

With this doctor, discussion topics included abortions, birth control, female hygiene, vitamin deficiency leading to child malnutrition from inadequate breast milk, and sexually transmitted diseases.

#### NOTES:

None of these topics had been broached by the male corpsmen at the COP out of concern for being culturally rude in questioning the doctor. Likewise, they had made the assumption that no females visited the clinic because they never saw them. The doctor laughed at this suggestion, saying that the corpsmen never visited before 1000 and all women were seen prior to 8AM so that they could tend to their children and responsibilities at the home...therefore, he saw them first.

ISAF  
 UNCLASS  
 Comprehensive Engagement  
 NATO  
 OTAN

FET members can engage with males too.

UNCLASS 13

**SPEAKING NOTES:**

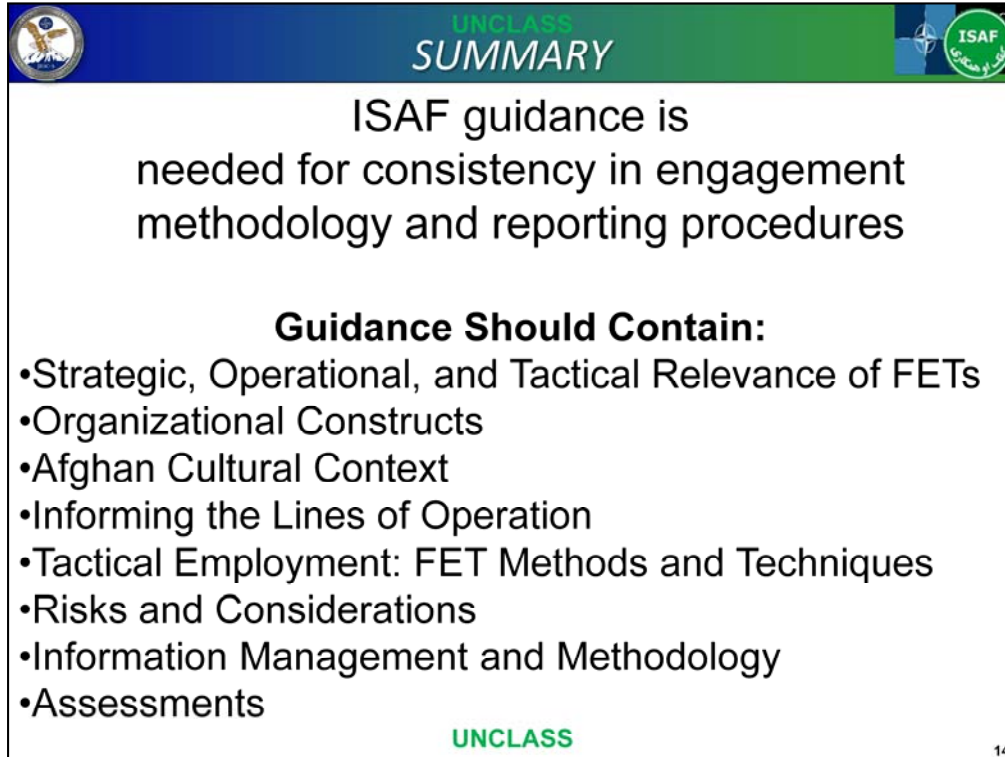
FET are engagement teams. While distinguished by their ability to engage females, they can also engage males. Males will interact differently with females, providing different insights.

**NOTES:**

Many males are very comfortable speaking with military females; finding them an anomaly, intriguing, and less threatening than male service members...particularly the adolescences who also happen to be the most impressionable for recruitment by enemy forces. Allowing for the natural instincts of young males desiring to impress females would be naïve, so using that desire to interact to our advantage is wise when done respectfully to both the female service member and Afghan males.

Females will generally get different and sometimes more in depth information from males than will other males. For instance, the men on the right are security guards for a construction company. When asked if they would join the ANA, they said yes. When asked if they would join the ANP, they said no because it was not honorable and paid poorly. This was reiterated in another village, going even further to say that the dishonorable ANP job would hurt their ability to marry as well. With wealth and marriage being a key tenant to Pashtu “nang” or honor...the statements provided unique insight into why recruiting for the ANP was so poor.

The kids and young adults in the picture on the upper left had never seen a female service member. In this photo, we are teaching each other how to count one to ten in English and Pashtu respectively. Their recurring request was for a school for their



**UNCLASS  
SUMMARY**

ISAF guidance is  
needed for consistency in engagement  
methodology and reporting procedures

**Guidance Should Contain:**

- Strategic, Operational, and Tactical Relevance of FETs
- Organizational Constructs
- Afghan Cultural Context
- Informing the Lines of Operation
- Tactical Employment: FET Methods and Techniques
- Risks and Considerations
- Information Management and Methodology
- Assessments

**UNCLASS**

14

FET is a proven concept that demonstrates that effective, culturally respectful engagements can support the mission and help build confidence with the entire population.

FET is NOT a method to change women's role in combat.

It is NOT a female liberation movement.

It is NOT a spectacle for the media.

But to garner the full benefit of FET, comprehensive guidance needs to be issued to maintain persistent engagement with systemic information collection.



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Note 2: These endnotes do not adhere to recognized citation format, however, the intent was to ensure that all persons contributing to the ideas detailed in this report were credited for their inputs. The author will continue to refine citations to respectfully credit the intellectual property of those with whom she spoke, corresponded, or read their work.

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<sup>90</sup> Simmon, Anna Phd and David Tucker Phd, "Ethnographic Intelligence," Naval Postgraduate School, Department of Defense Analysis, p 4.

<sup>91</sup> Simmon, Anna Phd and David Tucker Phd, "Ethnographic Intelligence," Naval Postgraduate School, Department of Defense Analysis, p 2.

<sup>92</sup> AR 621-1: Advanced Civil Schooling

<sup>93</sup> Navy Seal.com, retrieved from <http://www.navyseals.com/socom-leads-way-special-operations-transformation>, FEB 2010.

<sup>94</sup> UNCLASSIFIED SEGMENT FROM SECRET DOCUMENT: (U) Memorandum of Law Concerning Women in Combat Support Operations, 14 September 2009. United States Central Command, Office of the Staff Judge Advocate, p3. Classification reviewed by Andy Anderson, NPS SSO

<sup>95</sup> Mcfate, Montgomery Phd, Senior Social Scientist, HTS; Excerpt from email sent to author Monday, September 21, 2009

<sup>96</sup> Hart, Ren (USMA Old Grad, Member "Big Board" USMA Monterey Peninsula Alumni Club); Email to to MAJ Vedder Tuesday, September 15, 2009

<sup>97</sup> Mcfate, Montgomery Phd, Senior Social Scientist, HTS; Excerpt from email sent to author Monday, September 21, 2009

<sup>98</sup> Topic informed by conversation with: Overfelt, Mary Ann, HTT 9 – IJC, DEC 2009

<sup>99</sup> Topic informed by conversation with: Long, Gail (2/2, Garmsir, USAID OTI), NOV 2009

<sup>100</sup> Topic informed by conversation with: Long, Gail (2/2, Garmsir, USAID, OTI), NOV 2009

<sup>101</sup> Contributed by 2-2 Battalion, USMC, Garmsir, Capt Nichols and GySgt Fletcher P GySgt Veitch , 2/2 Civil Affairs,Assistant Team leader

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<sup>103</sup> Contributed by 2-2 Battalion, USMC, Garmsir, Capt Nichols and GySgt Fletcher P GySgt Veitch , 2/2 Civil Affairs,Assistant Team leader

<sup>104</sup> Contributed by 2-2 Battalion, USMC, Garmsir, Capt Nichols and GySgt Fletcher P GySgt Veitch , 2/2 Civil Affairs,Assistant Team leader

<sup>105</sup> Pottinger, Matt Pottinger, Hali Jilani, and Claire Russo, Small Wars Journal Blog, "Half-Hearted: Trying to Win Afghanistan without Afghan Women"

<sup>106</sup> Pottinger, Matt Pottinger, Hali Jilani, and Claire Russo, Small Wars Journal Blog, "Half-Hearted: Trying to Win Afghanistan without Afghan Women"

<sup>107</sup> Pottinger, Matt Pottinger, Hali Jilani, and Claire Russo, Small Wars Journal Blog, "Half-Hearted: Trying to Win Afghanistan without Afghan Women"

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<sup>115</sup> Pottinger, Matt Pottinger, Hali Jilani, and Claire Russo, Small Wars Journal Blog, "Half-Hearted: Trying to Win Afghanistan without Afghan Women"

<sup>116</sup> Village medical outreach provides care to Afghans; 5/19/2010 By Lance Cpl. Megan Sindelar, I MEF  
<http://www.usmc.mil/unit/imef/Pages/VillagemedicaloutreachprovidescaretoAfghans.aspx>

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