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A RECOMMENDATION ON HOW TO SUPPORT DEFENCE CAPACITY BUILDING OF A HOST-NATION

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JCSP 45

Service Paper

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CANADIAN FORCES COLLEGE/COLLÈGE DES FORCES CANADIENNES
JCSP 45/PCEMI 45
15 October 2018

DS545 COMPONENT CAPABILITIES

**A RECOMMENDATION ON HOW TO SUPPORT DEFENCE CAPACITY BUILDING
OF A HOST-NATION**

By / Par le Major Liene Karale

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A RECOMMENDATION ON HOW TO SUPPORT DEFENCE CAPACITY BUILDING OF A HOST-NATION

AIM

1. A contribution from Canada and other Allied nations to defence capacity building of host-nations and participation in training missions in different countries not only enables a long-term military achievement, but also enhances the host nation's ability to face security threats by better employing its capabilities.¹ Moreover, in the majority of operations, improving the capability of the host nation's security forces will ensure an exit strategy for contributing nations.² This paper will reflect on outcomes and Lessons Identified and Lessons Learned (LI/LL)³ from currently ongoing or recently ended operations to identify the critical niche capabilities that are required to achieve military objectives and to provide a meaningful contribution within a host-nation country. It is also crucial that contributing nations build the receiving country's defence capabilities through the scope of a whole of government approach rather than solely focusing on just military capabilities.⁴ Additionally, this paper will make recommendations to Canadian Joint Operations Command (CJOC) Chief of Staff Operations for consideration regarding the most frequently requested capabilities, organizations, and personnel that are considered to be crucial for achieving long-term military goals under Canada's Defence Policy.⁵ The recommendations are the outcome of an analysis conducted while comparing Canadian and other Allied nations' contributions to currently ongoing operations –KOBOLD, IMPACT, UNIFIER and recently ended operations.⁶

INTRODUCTION

2. With respect to the changing security environment across the globe, the emerging political crisis within some African and Middle East countries and Russian aggression against the Ukraine, there is a rising need to provide support to friendly nations who seek out help. That help could be provided in different shapes and forms, but it is essential that provided support contributes to the nation's long-term goals, rather than simply serving as an immediate remedy to short-term military objectives.⁷ Therefore, it is considered that reform of the whole security sector (SSR) is "a key aspect of the long-term stability and development of a nation may be the

¹ The United States of America, "Lessons from the Coalition: International Experiences from the Afghanistan Reconstruction," (Special Inspector General for Afghanistan Reconstruction, Conference Report, Washington, D.C.: 19-20 April 2016), 1.

² Emma Skeppstrom, Anna Weibull, "Security Forces in the Making: Capacity Building in Kosovo," (User Report of Swedish Defence Research Agency, Stockholm: Sweden, 2011), 7.

³ NATO, "The NATO Lessons Learned Handbook." (3rd Edition, Joint Analysis and Lessons Learned Centre, February 2006), 1.

⁴ Canada, "Canadian Forces Joint Publication 01: Canadian Military Doctrine," (Department of National Defence, Canadian Forces Experimentation Centre, Ottawa: Canada, 2009), 6-4; Emma Skeppstrom, Anna Weibull, "Security Forces in the Making: Capacity Building in Kosovo," (User Report of Swedish Defence Research Agency, Stockholm: Sweden, 2011), 12.

⁵ Canada, "Strong, Secure, Engaged: Canada's Defence Policy," (Minister of Public Works and Government Services, Ottawa ON: Canada Communications Group, 2017), 55.

⁶ Canada, "Current Military Operations," (National Defence and Canadian Armed Forces, last updated 23 August 2018, <http://www.forces.gc.ca/en/operations/current.page>).

⁷ Emma Skeppstrom, Anna Weibull, "Security Forces in the Making: Capacity Building in Kosovo," (User Report of Swedish Defence Research Agency, Stockholm: Sweden, 2011), 11.

restoration of the various elements of a nation's security sector.”⁸ As part of SSR, contributing nations' militaries will develop and reform the host-nation's military capabilities.⁹ As highlighted in Canada's Defence Policy, one of the Canada's abilities is to provide specialized capabilities and subject matter expertise which can enable peace building post-conflict within the recipient country.¹⁰ It is essential for Canada and Allied nations to distribute their resources and capabilities in a way that provides meaningful contribution and achieves defined long-term objectives. However, each government has to consider the capability gap they create by dedicating already limited military resources to operations abroad. This paper will provide the ability to evaluate what capabilities are essential to achieving military objectives and providing meaningful contributions abroad without leaving a large capability gap at home.¹¹

3. In order to analyze and identify recommendations regarding what military capabilities, organizations, and personnel are essential for the training of receiving nations, it is necessary to compare currently ongoing operations where Canada and Allied nations are contributing in building defence capabilities within a host-nation. Canada's operations KOBOLD, IMPACT, and UNIFIER¹² have been used as case studies to understand current Canadian global contributions and LI/LL from these operations have been used as a guideline for reflection and development of recommendations. Canada's operation KOBOLD is a part of a Northern Atlantic Treaty Organization's (NATO) operation – the Kosovo Force (KFOR)¹³ and another 27 nations¹⁴ in addition to Canada contribute in support of development of the Kosovo Security Force (KSF). Operation IMPACT is part of The United States of America (USA) led coalition under the umbrella of the Combined Joint Task Force (CJTF) - Operation INHERENT RESOLVE and is comprised of 74 contributing nations.¹⁵ While operation UNIFIER is Canada's operation in Ukraine, it is coordinated through the Multinational Joint Commission on Defense Reform and Security Cooperation with Ukraine (MJC) and is overseen by the USA.¹⁶ In addition to lessons from the aforementioned operations, i.e., RESOLUTE SUPPORT in Afghanistan will be used to highlight certain aspects of discussed issues. A comparison of operations enables discussion whether assistance to a host-nation's security forces by Allied nations should be formalized into a defined process and what the possible gains or disadvantages of this process could be.

⁸ Canada, “Canadian Forces Joint Publication 01: Canadian Military Doctrine,” (Department of National Defence, Canadian Forces Experimentation Centre, Ottawa: Canada, 2009), 6-12.

⁹ *Ibid.*

¹⁰ Canada, “Strong, Secure, Engaged: Canada's Defence Policy,” (Minister of Public Works and Government Services, Ottawa ON: Canada Communications Group, 2017), 55.

¹¹ *Ibid.*; Emma Skeppstrom, Anna Weibull, "Security Forces in the Making: Capacity Building in Kosovo," (User Report of Swedish Defence Research Agency, Stockholm: Sweden, 2011), 10.

¹² Canada, “Current Military Operations,” (National Defence and Canadian Armed Forces, last updated 23 August 2018, <http://www.forces.gc.ca/en/operations/current.page>).

¹³ NATO role in Kosovo, (NATO website, last updated 9 March 2017, https://www.nato.int/cps/en/natolive/topics_48818.htm).

¹⁴ NATO role in Kosovo, (Key Facts and Figures, last updated July 2018, https://www.nato.int/nato_static_fl2014/assets/pdf/pdf_2018_07/20180706_2018-07-KFOR_Placemat.pdf).

¹⁵ Kathleen J. McInnis, “Coalition Contributions to Countering the Islamic State,” (Congressional Research Service Report for Members and Committees of Congress, Washington D.C., 24 August 2016), 2; The United States of America, “Operation INHERENT RESOLVE” (<http://www.inherentresolve.mil/>).

¹⁶ The United States of America, “USA mission to the NATO,” (Official webpage, last updated 10 July 2016, <https://nato.usmission.gov/fact-sheet-u-s-nato-efforts-support-nato-partners/>).

DISCUSSION

4. Countries within a state of crisis or conflict face the collapse of public order, an inability to provide law enforcement due to ill-functioning or non-existent judicial systems, and lack the capabilities to counter internal or external threats.¹⁷ This implies that modern conflicts are characterized by a variety of complex multidimensional problems which require multiple solutions. Often, military forces required to deal with these problems as they are the first responders to the conflict and have the right tools to enable peace building activities in countries. However, a military response is a short-term achievement, which will remain only if followed by a broader spectrum of peace building activities. It is clear that in the "...reform processes are long-term endeavors that marry short-term crisis management tasks with the long-term development of institutions, capacity, and culture."¹⁸ Such an approach is applied to each of the currently ongoing operations in Iraq, Kosovo and Afghanistan which evolved over time and now includes a task to provide support to host-nation countries through capacity building efforts. The reform of the whole security sector including military capabilities was conducted in Kosovo by the creation of the NATO Advisory Team (NAT), which is a civilian-led organization whose aim is to exercise control over both Kosovo Security Forces and the NATO Advisory and Liaison Team (NALT).¹⁹ A similar approach was demonstrated in NATO efforts to support Ukraine by establishing different support programmes and five trust funds to enable better long-term support to Ukraine.²⁰ NATO also demonstrated their commitment in Iraq by repeatedly launching a NATO Mission Iraq, even though some of the NATO member states already were involved in the coalition from early begging on bi-lateral basis.²¹ Therefore, it is fair to state that combat operations are a rather short-term solution for the establishment of a safe and secure environment to facilitate re-establishment and SSRs.

5. A different approach was initially utilized in the efforts to counter terrorism in Iraq and Syria where there was a struggle to coordinate contributing nations civilian and military actions. It is noted that "...without a single authority responsible for prioritization and adjudicating between different multinational civilian and military lines of effort, various actors often work at cross-purposes."²² For instance, only 27 of 74 nations from the USA-led operation INHERENT RESOLVE contribute in military operations, where other nations provide funding or humanitarian assistance to local governmental or non-governmental organizations.²³ Such a variety of contributing countries and stakeholders creates a complex challenge with respect to how to coordinate internationally-provided support and how to ensure that aid is used efficiently in order to improve the host-nation's ability to deal with internal problems by best employing its

¹⁷ Timothy Donais, "Local Ownership and Security Sector Reform," (Geneva Centre for the Democratic Control of Armed Forces, Geneva, 16 September 2008), 40.

¹⁸ *Ibid.*

¹⁹ NATO role in Kosovo, (NATO website, last updated 9 March 2017, https://www.nato.int/cps/en/natolive/topics_48818.htm).

²⁰ NATO support to Ukraine, (NATO website, last updated 14 Jun 2018, https://www.nato.int/cps/en/natolive/topics_37750.htm).

²¹ NATO mission in Iraq, (NATO website, last updated July 2018, https://www.nato.int/nato_static_fl2014/assets/pdf/pdf_2018_07/20180709_1807-backgrounder-NTCB-Iraq-en.pdf).

²² Kathleen J. McInnis, "Coalition Contributions to Countering the Islamic State," (Congressional Research Service Report for Members and Committees of Congress, Washington D.C., 24 August 2016), 6.

²³ Kathleen J. McInnis, "Coalition Contributions to Countering the Islamic State," (Congressional Research Service Report for Members and Committees of Congress, Washington D.C., 24 August 2016), 2.

capabilities. In Afghanistan, almost every nation used the whole of government approach, similarly used in Iraq as well, but many nations failed to coordinate their goals both internationally and domestically, which led to cross purpose activities from all sides.²⁴ Also, military forces had a more significant influence on policy and decision-making processes than civilian actors operating in the same area, which restricted ability of civilian actors to achieve their goals.²⁵ Therefore, it is essential to establish balanced whole of government approach coordinated both domestically and amongst international actors. That is explicitly tailored to the operational requirements of the host nation.²⁶

6. One of the great LL from operations in Afghanistan, Kosovo, and Iraq is that "...support given normally reflects the capacities of the donors [contributing nations] and they may lack the resources and adequate competences to take on other tasks."²⁷ Very often it is much easier to achieve tangible short-term results when supporting a receiving nation with equipment and training rather than committing to long-term involvement in institutional building. It has been identified that "...by narrowing the focus of capacity building, long-term effectiveness is put at risk."²⁸ This issue has been evident in all three previously discussed operations and in many other operations as well; however, such an approach is welcomed across modern democratic countries due to the relatively low military costs and the ability it gives western governments to inform their populace that a formal effort to support a certain country is in place. Contributions of this type also characterize the appetite of politicians to accept a risk.²⁹ Canadians, for example do not want to read about their soldiers being killed fighting foreign wars, so politicians are more willing to make low-risk contributions than commit with combat units. Therefore, it is important to analyze when countries commit to operations they contribute quality or quantity. When analyzing all three operations where Canada and Allied nations participate it is clear that each operation has specific requirements, but with a certain pattern of required capabilities. For instance, the focus of the Canadian Armed Forces (CAF) operation UNIFIER in Ukraine is to "help them improve and build their capability and capacity."³⁰ CAF provides Military Police, medical, infantry and Engineer training to Ukraine soldiers.³¹ Meanwhile, CAF participation in operation IMPACT provides not only support to Iraq by building its defence capacity, but also delivers specialized capabilities such as air-to-air refuelling, aerial intelligence, surveillance, and reconnaissance, and has assumed a leading role in providing medical capabilities to coalition

²⁴ Stephen M. Saiderman, "What the Afghanistan Mission Teaches Canada," (Publication in International Journal, Ottawa, 7 March 2017), 134.

²⁵ The United States of America, "Lessons from the Coalition: International Experiences from the Afghanistan Reconstruction," (Special Inspector General for Afghanistan Reconstruction, Conference Report, Washington, D.C.: 19-20 April 2016), 5.

²⁶ *Ibid.*; Stephen M. Saiderman, "What the Afghanistan Mission Teaches Canada," (Publication in International Journal, Ottawa, 7 March 2017), 135.

²⁷ Emma Skeppstrom, Anna Weibull, "Security Forces in the Making: Capacity Building in Kosovo," (User Report of Swedish Defence Research Agency, Stockholm: Sweden, 2011), 10.

²⁸ *Ibid.*

²⁹ Stephen M. Saiderman, "What the Afghanistan Mission Teaches Canada," (Publication in International Journal, Ottawa, 7 March 2017), 133.

³⁰ Canada, "Current Military Operations," (National Defence and Canadian Armed Forces, last updated 3 October 2018, <http://www.forces.gc.ca/en/operations-abroad/op-unifier.page>).

³¹ *Ibid.*

members.³² Moreover, Canada will assume the leading role in the newly established NATO Mission Iraq. Additionally, the CAF will continue to employ Canadian Special Operations Forces to train, advise and assist the Iraqi Security Forces in fighting against insurgents.³³ A similar trend has been noted from Allied nations as well. For instance, France and Germany also provided air-combat and air-combat support capabilities in operations in Iraq, including air-to-air refueling and aerial intelligence, surveillance and reconnaissance capabilities.³⁴ Such commitment patterns indicate that specialized training and contribution of niche-capabilities, which often is a shortfall of many other countries, can provide meaningful contribution in order to achieve military objectives.

7. In terms of military capabilities required in operations, intelligence capabilities should be viewed as a force multiplier capability. Intelligence is needed both for own force protection and enable the provision of effective training. An intelligence capability not only enables the ability to identify and understand local challenges, but also facilitates the decision making process regarding how to engage with local government and non-government authorities. For instance, an inability to identify corrupt officials in Afghanistan and Iraq often led to situations where training was impeded by the ill actions of local officials or even created grounds for escalations of violence.³⁵ It is also essential that contributing nations forces who are delivering assistance and training to a host-nation receive sufficient force protection while doing so and are entitled to an appropriate level of medical care when required. Therefore, it is essential to have air medical evacuation capabilities in order to enable casualty evacuation. In addition, it should be noted that small training and advising teams are exposed to threat almost all the time, but these team are vital for achieving operational success.

8. Another aspect of discussion is to understand what assistance or training is actually needed. On December 14, 2016, the Inspector General of the USA Department of Defence in their report “Assessment of U.S. and Coalition Efforts to Train, Advice, Assist, and Equip the Kurdish Security Forces in Iraq” recommended to Commander of CJTF-Operation INHERENT RESOLVE to “formalize and continue the current advise and assist missions being conducted in training development, logistics, and resource management.”³⁶ Such a recommendation emerged from identified train, advice, assist and equip mission shortfalls identified while providing training to Kurdistan Security Forces (KSF) by different nations who were not directly linked in the chain of command, thus resulting in different approaches and provision of support. A formalized process would enable the expansion of focus from individual combat skills and collective training to an ability to actually sustain operational capability in terms of logistics,

³² Canada, “Current Military Operations,” (National Defence and Canadian Armed Forces, last updated 9 October 2018, <http://www.forces.gc.ca/en/operations-abroad-current/op-impact.page>).

³³ *Ibid.*

³⁴ Kathleen J. McInnis, “Coalition Contributions to Countering the Islamic State,” (Congressional Research Service Report for Members and Committees of Congress, Washington D.C., 24 August 2016), CRS-9.

³⁵ The United States of America, “Lessons from the Coalition: International Experiences from the Afghanistan Reconstruction,” (Special Inspector General for Afghanistan Reconstruction, Conference Report, Washington, D.C.: 19-20 April 2016), 10.

³⁶ The United States of America, “Assessment of U.S. and Coalition Efforts to Train, Advice, Assist, and Equip the Kurdish Security Forces in Iraq,” (Inspector General of U.S. Department of Defence, Report No.DODIG-2017-033, Alexandria, 14 December 2016), 1.

personnel resources, and resources provided to maintain donated equipment.³⁷ As similar situation was observed in other operations, in particular in Afghanistan, where local security forces were simply not able to sustain equipment, transportation and bases that NATO forces had handed over to local security forces, thus resulting in ineffective use or loss of equipment, or event capture by insurgent groups who exploited the situation to achieve their own goals.

9. The USA decision to establish six Security Force Assistance Brigades (SFAB) by 2022, including Security Force Assistance Command³⁸ creates a totally new dimension with respect to support of countries in conflict. The mission of SFAB is "...to conduct advise-and-assist operations with allied and partner nations, including Iraq and Afghanistan."³⁹ The intent of SFAB is to enable combat oriented brigades to maintain their operational capability in accordance with their primary tasks, and to participate in combat operations, with the focus on the training of host-nations forces. Also, SFAB will relieve Special Operation Forces units from training and advising tasks where a more conventional approach is needed. In addition, as a specially trained unit SFAB will eliminate the need to provide constant re-training of forces that will be deployed as training and advisory teams, thus avoiding the loss of expertise from one rotation to another. However, such formalization of assistance to local security forces can be possible only for countries with an appropriate sized Army. As noted, the USA is creating six SFABs that will enable rotations through a three year cycle covering pre-deployment training, a deployment phase and a stand down period. For any Allied nation other than the USA this could be challenging task to fulfill due to manpower shortfalls. There is a need of a detailed operational assessment as to whether other countries can generate, develop and sustain such a force taking into consideration the desire to maintain multi-purpose forces.⁴⁰ Moreover, despite the trend to train and assist to host-nation forces, the tasks of each operation. Therefore, it is essential to conduct an operational assessment and develop operation tailored forces for each operation. That should be done in a timely manner to enable units to participate in the pre-deployment training which also should be specialized to the operations, rather than based solely on maintaining unit's combat capabilities.

CONCLUSION

10. This paper highlighted challenges Canada and Allied nations are facing in currently ongoing operations and the importance of a domestically and internationally coordinated whole

³⁷ The United States of America, "Assessment of U.S. and Coalition Efforts to Train, Advice, Assist, and Equip the Kurdish Security Forces in Iraq," (Inspector General of U.S. Department of Defence, Report No.DODIG-2017-033, Alexandria, 14 December 2016), 13.

³⁸ David W. Griffith, "Security Force Assistance Brigades: A Permanent Force for Regional Engagement and Building Operational Depth," (A Monograph for School of Advanced Military Studies United States Army Command and General Staff College, Kansas, 2017), 6; Drew Brooks, "Fort Bragg will be home to Security Force Assistance Command," (Article in The Fayetteville Observer magazine website, last updated 18 May 2018, <https://www.fayobserver.com/news/20180518/fort-bragg-will-be-home-to-security-force-assistance-command>).

³⁹ Drew Brooks, "Fort Bragg will be home to Security Force Assistance Command," (Article in The Fayetteville Observer magazine website, last updated 18 May 2018, <https://www.fayobserver.com/news/20180518/fort-bragg-will-be-home-to-security-force-assistance-command>).

⁴⁰ Drew Brooks, "Fort Bragg will be home to Security Force Assistance Command," (Article in The Fayetteville Observer magazine website, last updated 18 May 2018, <https://www.fayobserver.com/news/20180518/fort-bragg-will-be-home-to-security-force-assistance-command>).

of government approach in order to achieve operational success instead of focusing on short-term military involvements.

11. It also demonstrated that formalization of assistance to host-nation security forces and capacity building should be achieved by using a spectrum of diplomatic, strategic and military tools, not focusing solely on military capabilities. In addition, it concluded that a formalized special purpose force, such as SFAB is the prerogative of large armies rather than countries who desire to have a multi-purpose force. However, operationally tailored training to deploying units is a criteria for success.

12. Niche capability or specialized capabilities contributions are the requirement of current operations and are considered to be meaningful and effective contributions. Those capabilities are significant force multipliers.

RECOMMENDATION

13. It is not recommended for the CAF to create SFABs due to the requirement for Canada to have a multi-purpose force rather than narrowly focused units. However, it can be considered that instead of having SFABs one can create equivalent company-sized units within a battle group. Also, it should be considered that CAF doctrine already envisages the establishment of mission tailored forces when deploying abroad.

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