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Integrating the Full Range of Security Cooperation Programs into Air Force Planning

An Analytic Primer

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RAND PROJECT AIR FORCE

Preface

The United States Air Force (USAF) has a long history of working with allies and partners in a security cooperation context. The Air Force and other Department of Defense (DoD) entities conduct a host of activities with partner air forces. Many programs (or "tools") are available for use when working with partner countries in a variety of contexts. Some of those programs are directly managed by the USAF; many are controlled by other DoD entities; still others are controlled by organizations outside DoD. However, there is currently no process for systematically tracking all these programs and activities. The result is an information vacuum that makes USAF planning for security cooperation a very real challenge.

This report will help Air Force planners gain a clearer understanding of the programs available for working with partner countries around the world. The report supplies USAF planners with more-accessible information about aviation and other resources for security cooperation, the rules that govern their use, and their application methods. It does so via a construct created to illustrate how these resources can be employed in partner countries with varying degrees of capability, capacity, and willingness to work with the United States.

Other RAND Project AIR FORCE documents that address security cooperation and building partnership (BP) issues include:

- Jennifer D. P. Moroney, Kim Cragin, Eric Gons, Beth Grill, John E. Peters, and Rachel M. Swanger, *International Cooperation with Partner Air Forces*, Santa Monica, Calif.: RAND Corporation, MG-790-AF, 2009.
- Jennifer D. P. Moroney, Joe Hogler, Jefferson P. Marquis, Christopher Paul, John E. Peters, and Beth Grill, *Developing an Assessment Framework for U.S. Air Force Building Partnerships Programs*, Santa Monica, Calif.: RAND Corporation, MG-868-AF, 2010.
- Jennifer D. P. Moroney and Joe Hogler, with Benjamin Bahney, Kim Cragin, David R. Howell, Charlotte Lynch, and S. Rebecca Zimmerman, *Building Partner Capacity to Combat Weapons of Mass Destruction*, Santa Monica, Calif.: RAND Corporation, MG-783-DTRA, 2009.
- Jennifer D. P. Moroney, Jefferson P. Marquis, Cathryn Quantic Thurston, and Gregory F. Treverton, *A Framework to Assess Programs for Building Partnerships,* Santa Monica, Calif.: RAND Corporation, MG-863-OSD, 2009.
- Alan J. Vick, Adam Grissom, William Rosenau, Beth Grill, and Karl P. Mueller, *Air Power in the New Counterinsurgency Era: The Strategic Importance of USAF Advisory and Assistance Missions*, Santa Monica, Calif.: RAND Corporation, MG-509-AF, 2006.

The research described in this report was performed as part of a fiscal year 2010 study "Institutionalizing Building Partnerships: A Strategic Approach" and was conducted within the Strategy and Doctrine Program of RAND Project AIR FORCE.

RAND Project AIR FORCE

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Introduction

The USAF has a long history of working with allies and partner countries in a variety of security cooperation contexts, including building the defense capacity of those nations, maintaining and acquiring access to foreign territories for operational purposes, and strengthening overall relationships with partner air forces for the promotion of mutual security-related benefits. The Air Force and other DoD entities conduct a host of activities with partner air forces, including training, equipping, conducting field exercises, staff talks, and conferences.

The USAF has its own niche capabilities for working with partner countries. In this capacity, it focuses mainly on aviation-related activities, including air, space, and cyberspace. Many programs (or "tools") are available to work with partner countries. Some of those programs are directly managed by the USAF, meaning that the USAF determines the overall objectives and controls the resource allocations. Some programs are managed by other entities, such as the Combatant Commands and other Military Services. Still other programs are managed by non-DoD entities, including the Departments of State, Energy, Homeland Security, and Transportation.

It is important to point out, however, that no process, single organization, database, or office systematically tracks all these programs and activities. The result is a massive information jumble, making USAF planning for security cooperation quite challenging.

This report is intended to give Air Force planners a clearer understanding of the programs available for working with partner countries around the world. The report provides Air Force planners with a better understanding of aviation resources for security cooperation, the rules governing use of those resources, and their application methods. It does so via a construct, tied to U.S. strategic objectives, that illustrates how these resources can be employed in varying situations with different types of partner countries. Specifically, the report identifies programs available to USAF planners, including their purpose, authorities, resources, regional focus, and key points of contact. It also provides a construct for employing those programs, taking into account the partner's relationship with the United States, and considers in detail the most appropriate types of assistance, given a partner's willingness and capacity to work both with the United States and in a regional context.

Elements of the Security Cooperation Process

The report broadly covers four key elements in the security cooperation process: planning, resourcing, assessing, and training. Below, we discuss each briefly; we present more detail in Chapters Two, Three, and Four.

Planning

Integrating the full range of security cooperation programs into security cooperating planning requires planners to gather such program details as objectives, purposes, activities, tasks, resources, timing, participants, and so forth. Officials must then integrate those details into plans that responsible military and civilian can actually execute. Except under exceptional circumstances, security cooperation planners must operate within the framework and constraints of combatant commanders' theater security cooperation plans and ambassadors' Mission Strategic Resource Plans (MSRPs). Moreover, planners seldom begin with a blank slate. Rather than initiating plans, more frequently they will modify and augment existing plans. And planning is inherently difficult. Typically, the planner does not have all the necessary resources at his or her disposal to implement a plan. But that is only part of the dilemma. Knowing which resources are available, and how to obtain them, can prove equally challenging.

Along with the rest of the U.S. military, the Air Force has well-established heuristics and processes to guide its planning efforts.[1] Such planning frameworks ensure that planners consider most relevant factors and minimize the chance that they will overlook some important consideration. We do not intend to add another such framework, nor is it necessary for us to prescribe which of the existing planning frameworks security cooperation planners should employ in their particular situations. Rather, this report describes how to integrate consideration of security cooperation programs' capabilities into existing planning frameworks.

USAF security cooperation planners have many sources they can consult for theater and country plan information. These plans originate within DoD (e.g., combatant commands (COCOMs), components, the Office of the Secretary of Defense (OSD), Joint Staff, other Services, National Guard), the Department of State (DoS), and other U.S. government entities, such as the Department of Transportation/FAA. Figure S.1 depicts the relationships among these plans, focusing on how the Air Force and the air component commands support the COCOM. This direct support is shown in the center of the figure, with both the institutional Air Force's campaign plan and the air component's country plans supporting the COCOM's plan. The importance of both the air component and USAF plans interfacing with other organizations' plans is illustrated by the surrounding boxes.

One of the most important and practical aspects of effective planning is knowing one's community and counterparts well, as suggested by the interfacing plans in Figure S.1, and ensuring the interchange of information relevant to ongoing planning efforts. Moreover, the importance of this network increases exponentially because security cooperation resources are

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[1] Joint Publication (JP) 5-0, *Joint Operation Planning* (Joint Chiefs of Staff, 2006), describes the conceptual framework for planning joint operations and campaigns, a category into which security cooperation planning arguably fits. At the Air Force level, Chapter 6, "Planning for Operations" of Air Force Doctrine Document (AFDD) 2-1, *Operations and Organization* (2007) outlines the important elements of planning Air Force operations. Chairman of the Joint Chiefs of Staff (CJCS) Manual 3122, *The Joint Operation Planning and Execution System*, describes the practical measures necessary to translate the concepts in JP 5-0 into executable plans, and Air Force Instruction 10-401, *Air Force Operations Planning and Execution* (2010), translates those particulars into Air Force processes and systems.

Figure S.1
Country Plans Relationships
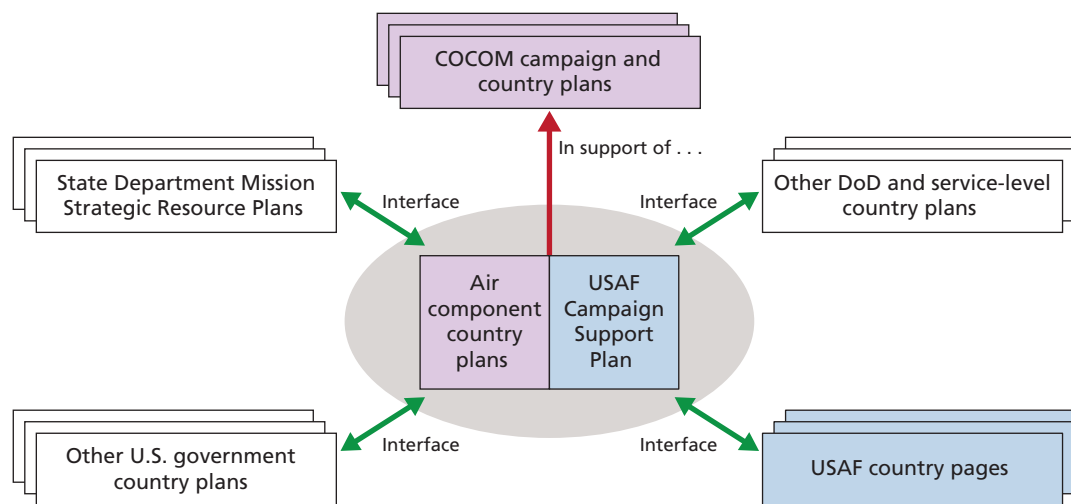
RAND *TR974-S.1*

so dispersed. The most successful security cooperation planners across the U.S. government tend to be those who have built and are able to sustain a solid network of colleagues and contacts.

Resourcing

Resourcing, the second key element, focuses on the money and manpower available for the security cooperation mission. Resources for security cooperation are dispersed broadly throughout DoD and the U.S. government. Virtually every U.S. government agency manages resources for working with partner countries; some, like DoD and DoS, manage numerous resources. As mentioned in the prior section, part of a USAF security cooperation planner's responsibility is to have a clear view of his/her planning network, both within and outside the USAF. The same holds true for understanding the resources, where they come from, who owns them, and what authorities govern their use.

It is important to note that resourcing for security cooperation programs and activities requires more than funding. Although funding is certainly a key enabler, from a planning perspective, a broader resourcing context must be considered. There are many different forms of resources, including doctrine, funding, personnel, organizations, materiel, training, and so forth.

Assessment

Assessment, the third key element, can be defined as *research or analysis to inform decisionmaking*. Our assessment discussion draws heavily upon recently published RAND research for the USAF and OSD on security cooperation assessment frameworks.[2] Within the action-oriented/

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[2]   See, in particular, Jennifer D. P. Moroney, Joe Hogler, Jefferson P. Marquis, Christopher Paul, John E. Peters, and Beth Grill, *Developing an Assessment Framework for U.S. Air Force Building Partnerships Programs*, Santa Monica, Calif.: RAND Corporation, MG-868-AF, 2010; Jennifer D. P. Moroney, Jefferson P. Marquis, Cathryn Quantic Thurston, and Gregory F. Treverton, *A Framework to Assess Programs for Building Partnerships*, Santa Monica, Calif.: RAND Corporation, MG-863-

decision support role, assessments can vary widely. Assessments can support decisions to adjust, expand, contract, or terminate a program. Assessments can support decisions regarding what services a program should deliver and to whom. Assessments can support decisions about how to manage and execute a security cooperation program.

RAND's assessment framework contains five key elements:

- strategic guidance
- programs
- authorities (including directives and instructions)
- stakeholders
- five levels of assessment that are linked with a discussion of assessment indicators (inputs, outputs, and outcomes).

The five levels of assessment, as depicted in Figure S.2, represent the five types of security cooperation program assessments. They are nested, that is, each level is predicated on success at a lower level. For example, positive assessments of cost-effectiveness (the highest level) are only possible if supported by positive assessments at all other levels.

A critical step in the security cooperation process that is often omitted is an assessment of the effectiveness of its programs. Typically, assessments are considered complete following the submission of a post-activity after-action report. However, thorough and meaningful assessments require time and effort. Outcomes are almost never apparent immediately after an activity concludes. Considering feedback from partner countries following an activity is essential for implementing real change, as is staying in touch with the partner military in order to track further progress.

Figure S.2
The Hierarchy of Evaluation
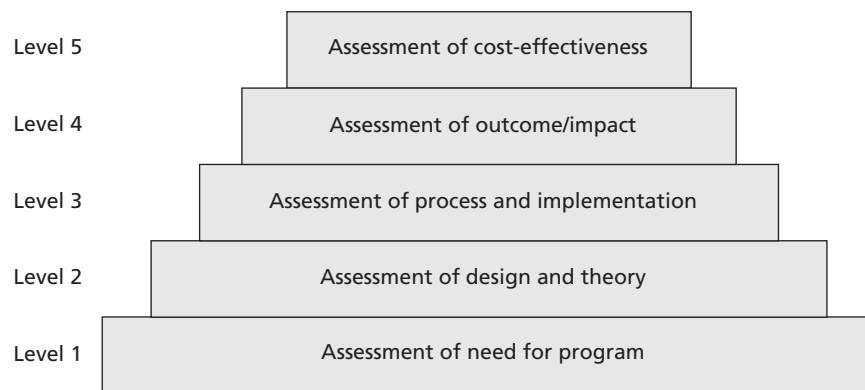
Level 5	Assessment of cost-effectiveness
Level 4	Assessment of outcome/impact
Level 3	Assessment of process and implementation
Level 2	Assessment of design and theory
Level 1	Assessment of need for program

SOURCE: Adapted from Exhibit 3-C in Rossi, Lipsey, and Freeman, 2004. Used with permission.
RAND *TR974-S.2*

OSD, 2009; and Jennifer D. P. Moroney and Joe Hogler, with Benjamin Bahney, Kim Cragin, David R. Howell, Charlotte Lynch, and S. Rebecca Zimmerman, *Building Partner Capacity to Combat Weapons of Mass Destruction*, Santa Monica, Calif.: RAND Corporation, MG-783-DTRA, 2009.

Training

Training, the fourth key element, is essential to the long-term sustainment of the security cooperation process described in this section. We refer frequently to USAF "security cooperation planners" in this report; in practice, these are airmen of various backgrounds often placed into "security cooperation planner" positions without any preparation or training. The USAF does develop some airmen through the International Affairs Specialist (IAS) program, including Regional Affairs Specialists and Policy Affairs Specialists.[3]

There is no comprehensive course for these airmen; the expectation is that a broad range of training and education over the course of a career will be sufficient. Language training, advanced degrees in international studies, area studies and related fields, and practical experience working with partner nations are all part of the background that an IAS airman might bring to his or her position as a security cooperation planner. These airmen thus may have many, but not all, of the skills needed by security cooperation planners. Other important skills might include military planning, programming and budgeting, acquisition, security assistance processes, cultural awareness, and program assessment.[4] But not all airmen with responsibilities for planning or conducting security cooperation are even part of this program, meaning that previous experience or skills related to security cooperation are not a requirement for these jobs, and are often only incidental.

Adopting a more comprehensive and structured approach to training that addresses these skills will better equip airmen to conduct security cooperation planning and lead security cooperation programs and activities. As such, training is a key force development factor for the Air Force's security cooperation efforts. This report serves as a starting point for such training.

Implementing This Primer: Using the Program Pages

This report is aimed at helping the USAF security cooperation planner determine the key components of security cooperation plans. Specifically, these components include the partner countries to be addressed by the plan, the programs to be used, and the types of activities to be conducted through those programs. Figure S.3 illustrates the eight-step process described in Chapter Two. These steps are as follows: (1) Identify the purpose, (2) identify relevant security cooperation programs, (3) conduct an analysis of potential partners' operational and technical utility in order to (4) identify the most relevant partners, (5) conduct an analysis of potential partners' political-military characteristics in order to (6) select the most relevant and appropriate partners, (7) match partners with appropriate security cooperation activities and programs, resulting in (8) the key components of the security cooperation plan. The steps are summarized in the following discussion.

The first step, as pointed out earlier, is to identify the purpose of the plan (1). Purposes are essentially broad mission areas, such as counternarcotics or humanitarian assistance, and are linked directly to the objectives found in strategic guidance. With an understanding of the purpose, the planner can next consult the program pages for relevant programs (2), and can

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[3] Air Force Instruction 16-109, *International Affairs Specialist Program*, September 3, 2010.

[4] These skills are, however, recognized by the USAF as important. While they are not a formal part of the IAS program, they are included in the Education and Training Plan for the civilian equivalent of the IAS, the "International Affairs Career Field (IACF)," which suggests specific courses and skills.

Figure S.3
An Analytical Construct
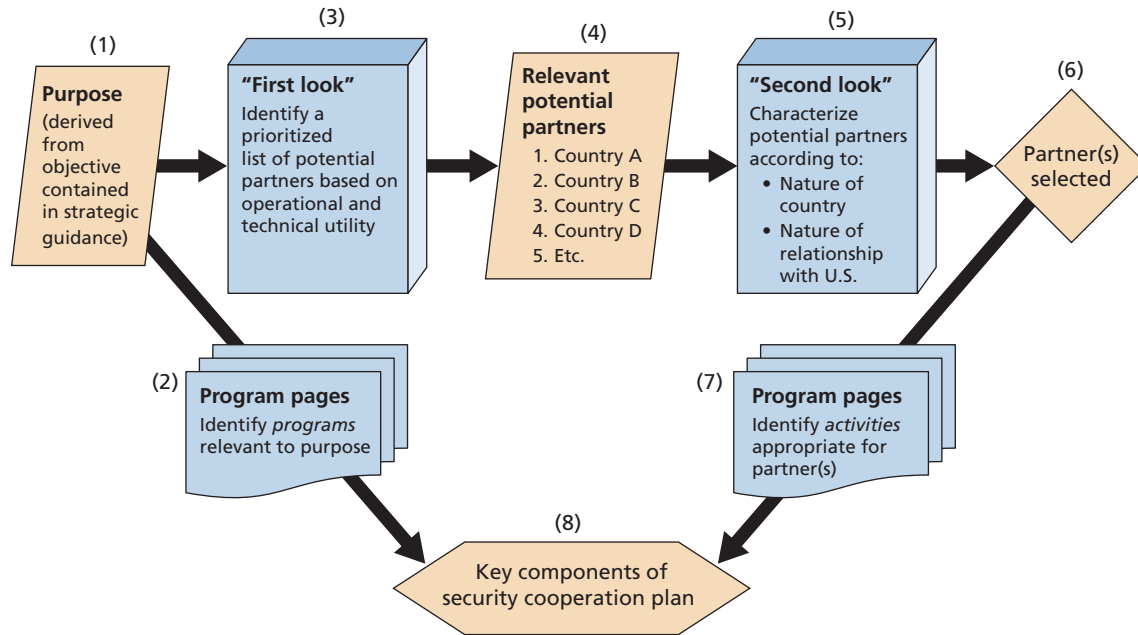
RAND *TR974-S.3*

also begin considering potential partner nations based on their operational and technical utility in relation to the purpose (3). After the potential partners have been identified (4), a "second look" is conducted as a means of selecting the most appropriate partners, an evaluation based largely on an analysis of various geopolitical factors (5). Once the partner nations are finalized (6), the planner can then select the most appropriate types of activities for working with them. For example, basic training or equipment transfer may be appropriate for countries with which the USAF has a nascent relationship, whereas more-advanced activities, such as personnel exchange or research, development, test, and evaluation (RDT&E) might be better suited for high-end allies (7). After completing this process for each partner, the planner will be armed with the key components to provide a solid foundation for the security cooperation plan (8).

Recommendations

Our recommendations are presented in accordance with the four key elements of the construct discussed above: planning, resourcing, assessing, and training.

Planning
- Consider using this primer, particularly Appendix A of this report, as a data source to inform planning and to guide the contributions of subject matter experts.
- Utilize the analytic construct outlined in this report to help ensure that programs are employed in an effective way.
- Ensure that subject matter experts are included in any discussion of planning, using this construct.

- Update program information (see Appendix A, Program Pages) on an annual basis, if possible, to ensure that the programs included are current and relevant to Air Force security cooperation planners and programmers.

Resourcing
- Consult this primer on the types of programs available, and update Appendix A to include program element information and program funding information.
- Use this primer to inform resource decisionmaking, and consult Appendix A for funding source information.
- Consider the sustainability of the particular programs in question, ensuring that those programs are sufficiently resourced to fulfill the security planner's objective.
- Consider security cooperation resourcing in a broad context, beyond the programs the USAF directly manages.

Assessing
- Seek to implement and utilize the assessment framework described to informing decisionmaking.
- Ensure that any assessments conducted are designed to directly inform decisions that need to be made.
- Use the assessment hierarchy and the related questions to help guide assessment discussions with subject matter experts in the field.
- Consider assigning assessment stakeholder responsibilities (e.g., data collector, assessor, integrator, reviewer) in the plan, and discuss implications and responsibilities with each stakeholder affected.

Training
- Consider using this primer as a textbook in select USAF and Joint schoolhouses for those training as security cooperation planners and resource managers.
- Consider providing this primer as a reference document for USAF planners and programmers already on the job at the headquarters level (Headquarters, U.S. Air Force and the Office of the Secretary of the Air Force), operational level (major commands and numbered Air Forces), and at the unit level.
- Consider developing a stand-alone security cooperation planner's overview course, using this primer as a foundational document, along with other related USAF security cooperation guidance and planning documents and reports, as a way to acquaint new security cooperation planners with their duties.
- Consider publishing this report, or select parts of it, as an Air Force handbook or manual to reach a wide audience.

Acknowledgments

Abbreviations

ACI	Andean Counterdrug Initiative
AF/A5XW	Air Staff
AF/A5XX	Air Staff Regional Affairs Division
AFGPS	Air Force Global Partnership Strategy
AFI	Air Force Instruction
AFM	Air Force Manual
AFPD	Air Force Policy Directive
AFRICOM	Africa Command
AFSAC	Air Force Security Assistance Center
AFSAT	Air Force Security Assistance Training Squadron
AOR	area of responsibility
APAN	Asia-Pacific Area Network
APPG	Air Force Planning and Programming Guidance
ATA	Antiterrorism Assistance
BP	building partnership
CENTCOM	Central Command
CJCS	Chairman of the Joint Chiefs of Staff
COCOM	combatant command
CRSP	Coalition Readiness Support Program
CSAFCP	Chief of Staff Air Force Counterpart Program
CSBM	confidence and security building measure
CSF	Coalition Solidarity Funds
CSP	Campaign Support Plan
CTR	Cooperative Threat Reduction
DCCEP	Developing Country Combined Exercise Program
DCS	direct commercial sales
DHS	Department of Homeland Security
DISAM	Defense Institute for Security Assistance Management

DoC	Department of Commerce
DoD	Department of Defense
DoE	Department of Energy
DoS	Department of State
DoT	Department of Transportation
DSCA	Defense Security Cooperation Agency
DTRA	Defense Threat Reduction Agency
DVOT	Distinguished Visitors Orientation Tour
ESF	Economic Support Fund
EUCOM	European Command
EXBS	Export Control and Related Border Security
FAA	Federal Aviation Administration
FMF	foreign military financing
FMR	Financial Management Regulations
FMS	foreign military sales
FY	fiscal year
GEF	Guidance for Employment of the Force
GP	G-8 Global Partnership
GPFAA	General Purpose Forces Aviation Advisors
GSC	Global Synchronization Conference
GTRP	Global Threat Reduction Program
HAF	Headquarters U.S. Air Force
IAAFA	Inter-American Air Forces Academy
IAS	International Affairs Specialist
IEMC	International Emergency Management and Cooperation
IMET	international military education and training
INCLE	International Narcotics Control and Law Enforcement
ISR	intelligence, surveillance, and reconnaissance
JP	Joint Publication
LOA	letter of offer and acceptance
LOR	letter of request
MAJCOM	major command
MOU	memorandum of understanding
MPEP	Military Personnel Exchange Program
MSRP	Mission Strategic Resource Plan
MTT	military training team

NAF	Numbered Air Force
NADR	Nonproliferation, Antiterrorism, Demining, and Related Program
NATO	North Atlantic Treaty Organization
NDAA	National Defense Authorization Act
NORTHCOM	Northern Command
O&M	operations and maintenance
OAS	Organization of American States
OET	Operator Engagement Talks
OSD	Office of the Secretary of Defense
OSD/P	Office of the Secretary of Defense, Policy
OT	other transactions
PACOM	Pacific Command
PAF	Project AIR FORCE
PAS	Political-Military Affairs Strategists
P.L.	Public Law
POC	point of contact
QDR	Quadrennial Defense Review
RDT&E	research, development, test, and evaluation
ROI	return on investment
RPA	remotely piloted aircraft
SAF/IA	Office of the Deputy Undersecretary of the Air Force for International Affairs
SA/LW	small arms/light weapons
SAMM	Security Assistance Management Manual
SOCOM	Special Operations Command
SOUTHCOM	Southern Command
SPP	State Partnership Program
STRATCOM	Strategic Command
TCA	traditional COCOM activity
TCP	theater campaign plan
TSCMIS	Theater Security Cooperation Management Information Systems
UE	Unified Engagement
UNPA	United Nations Participation Act
USAF	U.S. Air Force
USAFE	U.S. Air Forces in Europe
USAID	U.S. Agency for International Development

WIF   Warsaw Initiative Fund
WMD   weapons of mass destruction

Introduction

The U.S. Air Force (USAF) has a long history of working with allies and partners in a security cooperation context to build the defense capacity of those nations, maintain and acquire access to foreign territories for operational purposes, and strengthen relationships with partner air forces for the promotion of mutual security-related benefits. The USAF and other Department of Defense (DoD) entities conduct a host of activities with partner air forces, including training, equipping, and field exercising, as well as other less-tangible activities, such as holding bilateral staff talks, workshops and conferences, and table top exercises, and providing educational opportunities.

The USAF, like the other U.S. Military Services, has its own niche capabilities for working with partner countries. Naturally, the USAF focuses mainly on aviation-related activities, including air, space, and cyberspace. Many programs (or "tools") are available for use when working with partner countries in a variety of contexts.[1] Some of those programs are directly managed by the USAF—meaning that the USAF determines the overall objectives and controls the resource allocations.

The other uniformed Services (Army, Navy, Marine Corps, and Coast Guard) also administer and execute their own programs, many of which are aviation-related. Moreover, at the Joint level, there are yet additional programs ongoing with partner countries that are managed by the Office of the Secretary of Defense (OSD), the Joint Staff, combatant commands (COCOMs), component commands, and the National Guard.

In addition to DoD-managed programs, civilian U.S. government organizations, such as the Department of State (DoS), Department of Transportation (DoT), Department of Energy (DoE), and Department of Commerce (DoC), to name a few, also manage programs supporting the development of a partner country's aviation capabilities. Examples include Security Assistance (defined below), nonproliferation programs, and programs administered by the Federation Aviation Administration (FAA).

Currently, no process, single organization, or database systematically tracks all these programs and activities. The COCOMs track DoD activities within their areas of responsibility through the Theater Security Cooperation Management Information Systems (TSCMIS), but not all programs (i.e., many Service-level programs) are included. Typically, the programs of U.S. government civilian agencies are not included in any comprehensive way. The USAF tracks its activities globally, but not systematically. Again, the activities of the other Services, at

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[1] The OSD Security Cooperation Toolkit maintained by OSD's Partnership Strategy Office uses the terms "program" and "tool" interchangeably.

both the Joint and government level, are not included in the TSCMIS. The result is a massive information jumble, making USAF planning for security cooperation a real challenge.

Even if all the information were made available, however, the most astute USAF planner would likely still find it difficult to track all the activities in a given partner country or region. It is unrealistic to expect USAF security cooperation planners, many of whom may be new to their jobs and still learning it, to be aware of what programs exist across the USAF, DoD, and U.S. government. It is equally unrealistic to expect them to know all the authorities and legalities that govern the use of those resources, let alone how to apply and sequence them to achieve real objectives.

With these challenges in mind, this report provides Air Force planners with a clearer understanding of the many available programs that allow for partnerships with countries around the world. Specifically, via a construct that illustrates how aviation resources for security cooperation may be employed, the report will enhance USAF planners' knowledge of those resources, the rules governing their use, and methods for applying them.

The Air Force and Security Cooperation

Defining Key Terminology

Several terms used throughout this report require explanation up front. *Security cooperation* and its subset, *security assistance*, are concepts with a long history of usage. According to the Defense Security Cooperation Agency (DSCA) website, security cooperation includes "those activities conducted with allies and friendly nations to: build relationships that promote specified U.S. interests, build allied and friendly nation capabilities for self-defense and coalition operations, [and] provide U.S. forces with peacetime and contingency access."[2] Examples include training and combined exercises, operational meetings, contacts and exchanges, security assistance, medical and engineering team engagements, cooperative development, acquisition and technical interchanges, and scientific and technology collaboration.[3]

Security assistance is a subset of security cooperation, and consists of "a group of programs, authorized by law that allows the transfer of military articles and services to friendly foreign governments."[4] Examples of these programs include foreign military sales (FMS), foreign military financing (FMF), international military education and training (IMET), and direct commercial sales (DCS).

Several other key terms used throughout the report relate directly to assessment issues. These terms include program, objective, purpose, activity, funding source, and initiative. The inconsistent use of these terms has the potential to cause confusion in strategy formulation and policy coordination, which can impede the security cooperation assessment process. Therefore, in the absence of official definitions in a security cooperation context, the study team developed its own definitions.

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[2]   See the DSCA website's FAQ section.

[3]   Office of the Secretary of the Air Force/International Affairs, *Air Force Security Cooperation Strategy*, 2006, p. 3.

[4]   U.S. Department of Defense, Defense Security Cooperation Agency, *Security Assistance Management Manual* (SAMM), DoD 5105.38-M, 2003. The SAMM is available online. A full listing of security assistance programs may be found on p. 33 of the SAMM.

Programs, the focus of this report, are designed to achieve security cooperation objectives for specific security cooperation purposes.[5] Certain programs are authorized in legislative sources (i.e., public law, U.S. Code) that establish their purposes. These *legislative authorities* describe who may use a specific program and how it may be used. Programs can be thought of as a set of activities coordinated to achieve a certain set of objectives. Programs have the following defining characteristics, at a minimum:

- specific objectives and purposes
- activities
- funding sources and other resources
- manager(s) for policy and/or resource oversight
- reporting requirements to an oversight agency or office.

Objectives can originate from any combination of departmental, Service-level, COCOM, or legislative sources and may be related to a country, a region, or even a global issue. DoD sources, such as the OSD *Guidance for Employment of the Force* (GEF) and Combatant Command Theater Campaign Plans (TCPs), are designed to support national security objectives and direct the U.S. military's overall planning effort, including that for security cooperation.

Purposes are specific military or interagency mission areas, such as stabilization and reconstruction, countering weapons of mass destruction (WMD), peacekeeping, humanitarian assistance, and are derived from objectives. Understanding the purpose helps the planner focus on the proper partners, capabilities, and resources required to meet an objective.

Activities are methods used by a particular program and are directed, funded, and/or supervised by program managers with partner nations. They include training courses, workshops, exercises, transfers of equipment or supplies, and so forth. Activities can be generic (e.g., Air Force staff talks). They are designed to achieve program objectives.

Funding sources may be large umbrella resource streams that authorize resources to a collection of programs or to a specific program. *Initiatives* are funding sources for a collection of programs that pursue a particular set of goals. One example of an initiative is the Warsaw Initiative Fund (WIF), which funds programs in central and southern Europe and Eurasia, including the Cooperative Threat Reduction (CTR) programs.[6] The Nonproliferation, Antiterrorism, Demining, and Related Program (NADR), an initiative which funds many security cooperation programs in Eurasia, is another example of a funding source.[7]

While some programs rely on initiatives for funding, most programs executed by the Air Force component commands are funded by other sources. Such examples include Chairman's exercises, which are funded by the Joint Staff; and military-to-military contacts, which are often, but not always, funded by Traditional COCOM Activity (TCA) resources. Other pro-

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[5] Programs are often used to conduct activities for multiple purposes.

[6] WIF also funds certain Air Force security cooperation activities, such as Regional Airspace Initiative studies that have taken place in Eastern Europe.

[7] NADR is also an example of how titles can cause confusion about what is a funding source and what is a program. Though NADR has the word "program" in its title, it is in reality a funding source that feeds several programs. NADR, for example, provides funding to the State Department's Export Control and Related Border Security (EXBS) and Antiterrorism Assistance programs (ATA), as well as the Small Arms/Light Weapons (SA/LW) destruction program, managed by DoD's Defense Threat Reduction Agency (DTRA).

grams are specifically authorized by legislation.[8] Such examples include the Military Personnel Exchange Program (MPEP), managed by the Office of the Deputy Undersecretary of the Air Force for International Affairs (SAF/IA), and the Unified Engagement Building Partnership (UE BP) Seminars, managed by the Air Staff, AF/A5XS, both of which are funded from the Air Force's operations and maintenance (O&M) budget.

Not all programs are specifically authorized in legislation, by either a specific line item or an initiative. Programs without specific legislative authorization are typically the result of commanders' projects that leverage existing authorities to work with partner nations. Such nonprogrammed programs are usually implemented through an ad hoc collection of funding sources (for example, the Operator Engagement Talks (OET) program run by Headquarters Air Force uses a combination of Air Force O&M funds, Operational Representation Funds, and Traditional Combatant Commander Activity Funds to implement its activities).

It is also noteworthy that there may be different offices or individuals responsible for policy and planning, resource management, and program execution within organizations and at different organizational levels. Examples are security assistance programs, such as FMF, FMS, and IMET, all of which are executed by DoD but funded and overseen by DoS. The main point to remember from an assessment perspective is that virtually all security cooperation programs have multiple stakeholders.

Finally, it is worth noting that this report makes frequent reference to planners. Unless otherwise specified, the term *planners* refers to those engaged in developing plans to guide security cooperation efforts. These planners reside at various levels and in most organizations; security cooperation planners exist at the departmental level, at the component command, and at the tactical unit level.

Table 1.1 shows the relationship among the terms discussed above, using some examples.

Table 1.1
Distinguishing the Terms

Term	Defining Characteristics	Example
Program	Specific mission/objectives, managers, activities, reporting requirements	Air Force Operator Engagement Talks Program
Objectives	Originate from guidance; should be specific; may relate to a country, region, or global issue	Build capacity of Iraqi Air Force to bolster intelligence, surveillance, and reconnaissance (ISR) capabilities
Purpose	Specific military or interagency mission areas	Humanitarian assistance
Activity	Specific kinds of interactions funded by programs that include U.S. and partner representatives; designed to address specific objectives	Service-level staff talks
Funding source	Money	Operations and maintenance
Initiative	Money and broad goals	Warsaw Initiative

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[8] These programs typically have a defined funding source in an appropriated budget that is tied to its authorization (the Afghanistan Security Forces Fund, for example) and do not have to solicit funds from other sources in order to execute activities.

Understanding the Air Force's Security Cooperation Mission in a Strategic Context

Although relationships with partner countries can sometimes be challenging, U.S. strategic guidance throughout the last decade has continued to emphasize that allies and partners can be a force multiplier. As reflected in guidance,[9] security cooperation continues to have increased importance and emphasis in the planning and operations of all branches of the U.S. armed forces. Anticipating an era of unpredictable and even unforeseen adversaries, the 2010 Quadrennial Defense Review (QDR) emphasized the need to shift from threat-based to capability-based defense planning. At the same time, the prospect of shrinking defense budgets and increased operational tempo has placed greater strain on U.S. military forces, making security cooperation more attractive insofar as it can ease the burden on the U.S. defense establishment.

With greater demand for global reach and a wider net cast for adversaries, conditions, and crises that could threaten U.S. national interests, the 2006 QDR articulated the necessity of enlisting partners to both increase and diversify the capabilities needed to fight the "Long War." As direct threats to the homeland and other national interests continue to arise from dispersed, networked, nonstate actors, it will become increasingly difficult to use U.S. military power alone to "assure, dissuade, deter, defeat," particularly on unfamiliar geographical and cultural terrain.[10]

The 2010 QDR went even further in its emphasis on the need to work with partner countries:

> Sustaining existing alliances and creating new partnerships are central elements of U.S. security strategy. The United States cannot sustain a stable international system alone. In an increasingly interdependent world, challenges to common interests are best addressed in concert with likeminded allies and partners who share responsibility for fostering peace and security.[11]

This document highlights several functional focus areas in which DoD should work with partners. These include combating WMD proliferation, counternarcotics operations, humanitarian assistance, space, cyberspace, and cultural and linguistic training. It is important to note that *all* these functional areas apply to the USAF's approach to working with partner air forces.

Security Cooperation Program Objectives Relevant to Air Force Planners

USAF personnel plan and execute security cooperation programs attached to a range of authorities and resources, from DoD Title 10 to State Department–overseen Title 22 security assistance. To understand Air Force security cooperation programs and initiatives, it is essential to understand the objectives of these programs. The USAF is responsible for conducting international activities to further the coalition warfighting capability of U.S. partners in a manner that supports and enhances collective security and regional stability.[12] The Air Force carries out this responsibility by seeking international cooperation and influence through U.S.-based

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[9] Including the *National Security Strategy* (NSS), *National Defense Strategy* (NDS), *National Military Strategy* (NMS), and the OSD *Guidance for Employment of the Force* (GEF).

[10] George W. Bush, *The National Security Strategy of the United States of America,* 2002, p. 29.

[11] See U.S. Department of Defense, *Quadrennial Defense Review,* February 2010.

[12] See Air Force Policy Directive (AFPD) 16-1, "International Affairs," November 2, 2002.

and foreign exchange and training programs.[13] Air Force security cooperation programs have particular objectives that are designed to be consistent with service, COCOM, and OSD guidance. For example, according to Air Force Instruction (AFI) 16-107, the Air Force MPEP is intended to

- promote mutual understanding and trust
- enhance interoperability through mutual understanding of doctrine, tactics, techniques, and procedures of both air forces
- strengthen air force–to–air force ties
- develop long-term professional and personal relationships.[14]

These objectives can, for example, be linked to the end state described in the Air Force Global Partnership Strategy (AFGPS) of building, sustaining, and expanding international relationships that are critical enablers for the Expeditionary Air and Space Force, as well as the DoD-level end state of influencing the behavior of key nations. Other USAF, DoD, and U.S. government programs should all have objectives that govern the application of the resources expended. However, the objectives are often fairly high-level and broad (for example, "build relationships").

Security Cooperation Stakeholders

SAF/IA. Within the Air Force, the Secretariat of the Air Force for International Affairs is responsible for oversight and advocacy of Air Force international programs and policies [and] will develop, disseminate, and implement policy guidance for the direction, integration, and supervision of Air Force international programs and activities, including political-military affairs, security assistance programs, technology and information transfer, disclosure policy and related activities, international cooperative research and development efforts, attaché and security assistance officer affairs, among others.[15] In executing these responsibilities, SAF/IA works with the Air Staff, the component commands, the COCOMs, as well as security assistance officers, attachés, and other Air Force personnel stationed overseas.[16]

Other Headquarters Air Force (HAF) Offices. Although SAF/IA is charged with overall policy coordination responsibilities, several aspects of Air Force security cooperation efforts are conducted outside of SAF/IA's purview. For example, in addition to the numerous security cooperation–related program elements managed by SAF/IA, the Deputy Chief of Staff, Plans and Operations (A3/5) manages regional security cooperation Title 10 activities (e.g., UE BP seminars, OETs, Air and Space Interoperability Council) that do not involve SAF/IA direct oversight.

It is important to note that at the time of writing, the process for planning and resourcing Air Force security cooperation activities is not entirely clear. There remains confusion and overlap in terms of planning between the Secretariat and the Air Staff. For example, SAF/IA is responsible for USAF security cooperation strategy, while the Air Staff is responsible for the

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[13] AFPD 16-1.

[14] Air Force Instruction 16-107, *Military Personnel Exchange Program,* February 2, 2006.

[15] Objective 1 of the SAF/IA Strategic Plan (2005) discusses the need to establish and develop relationships with attachés, security assistance officers, and regional experts.

[16] Discussions with senior U.S. Air Forces in Europe (USAFE) officials, Ramstein Air Base, Germany, May 2010.

Campaign Support Plan (CSP), which focuses on security cooperation planning. To complicate matters further, Air Education and Training Command is responsible for drafting the Air Force Core Function Master Plan, which focuses mostly on force development issues but also has a security cooperation component that overlaps with SAF/IA and the Air Staff's respective plans. While some of these issues are in the process of being worked out, it is likely to take some time to resolve and to clearly define roles and responsibilities across the Air Force headquarters staffs.

Air Force Component Commands. In addition to SAF/IA's security cooperation oversight responsibilities, the COCOMs' Air Force component commands also have security cooperation responsibilities at the theater level. However, the Air Force component commanders have difficulty tracking all the security cooperation programs within their areas of responsibility, especially those not originating from within the component command, such as the National Guard's State Partnership Program (SPP).[17]

Combatant Commands. From a theater perspective, ensuring the assignment of an appropriate level of forces to support the security cooperation mission is critical. Forces and force structure are frequently reallocated for operational purposes, often at the expense of the security cooperation mission. It is important to note that four of the six geographic COCOMs—European Command (EUCOM), Africa Command (AFRICOM), Southern Command (SOUTHCOM), and Northern Command (NORTHCOM)—are focused primarily on their security cooperation missions. And, although the other two geographic COCOMs—Pacific Command (PACOM) and Central Command (CENTCOM)—have demanding operational mission requirements, they too focus heavily on security cooperation efforts. The COCOMs' respective Air Force component commands tend to mirror the COCOMs in terms of how they allocate their time, manpower, and resources.

Security Cooperation Guidance

Combatant commanders and other organizational leaders within DoD assign priority to activities based largely upon the strategic guidance they receive. In recent years, security cooperation efforts have become a high priority as a result of the Secretary of Defense's decision to promulgate the *Guidance for Employment of the Force,* first released in 2008, and again in 2010. The GEF, as the department's pinnacle strategic guidance document, highlights security cooperation as a campaign-level mission. Consequently, several steps have been taken within DoD in recognition of the elevated importance of the security cooperation mission. In particular, OSD created a new capabilities portfolio called "Building Partnerships,"[17] which elevated the security cooperation mission to a higher level and is intended to highlight resource deficiencies for security cooperation in the various DoD Program Objective Memorandums. DoD-wide working groups were established to develop action plans for resourcing and organizing the security cooperation mission in a more institutionalized way. In 2010, the Security Cooperation Reform Task Force was established by the Office of the Secretary of Defense for Policy (OSD/P) to study the security assistance process in particular and recommend solutions to the Undersecretary of Defense for Policy for the most acute problems.

SAF/IA provides input to the Air Force for the Building Partnerships Portfolio, including information on the security cooperation programs managed exclusively by the Air Force.

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[17] The Building Partnerships Portfolio is one of eight portfolios within the OSD-led Capabilities Portfolio Management process.

The Air Force has also taken a number of steps to elevate the importance of security cooperation within its guidance. Specifically, the Air Force now includes security cooperation in the Air Force Planning and Programming Guidance (APPG), a move that elevates security cooperation to the level of the Air Force's other key planning considerations, including readiness, sustainability, force structure, and modernization. In the 2008 Air Force Strategy, building partnerships was mentioned as a priority and as an Air Force Core Function called "Empowering Coalitions and Partners." Also in 2008, SAF/IA published its "Air Force Global Partnership Strategy," which was in the process of being rewritten in 2010.

Moreover, the SAF/IA-managed Knowledgebase system, the Air Force's security cooperation event tracker, includes Country Pages, which list Air Force activities currently ongoing in each country. These pages are updated annually.

Finally, at the direction of the OSD in the GEF, the Air Staff (AF/A5XW) published in 2010 its first CSP, which highlights the building partnerships activities of the Air Force on a global scale. Future iterations of the CSP will comprehensively track and frame the USAF's BP programs and activities in a context that should be helpful to planners.

Report Objectives

This report is intended to help Air Force planners gain a better understanding of the programs available for use in working with partner air forces around the world. It does so by providing a construct for employing those resources to best achieve U.S. government national security objectives. Specifically, it identifies the programs available to USAF planners, including their purpose, authorities, resources, regional focus, and key points of contact. It also provides a construct for employing those programs, taking into account the partner's relationship with the United States, and considers, in detail, the most appropriate types of assistance, given a partner's willingness and capacity to work both with the United States and in a regional context.

The report considers the following key questions:

- What Title 10, 22, 32, and 50 resources are available for working with partner air forces in a variety of contexts, and what are the subsequent legal authorities attached to each program?
- How should specific security cooperation programs be employed under different conditions, with partner countries of varying degrees of capability, capacity, and willingness to work with the United States and the USAF specifically?
- What are some ways to tighten the planning, resourcing, and assessment processes for USAF security cooperation?

Research Approach and Intended Users

The RAND study team undertook a number of analytic activities in accomplishing the study objectives. The team conducted a literature review of myriad of national, DoD, and Air Force strategic guidance and instructions to identify all relevant security cooperation programs across the U.S. government. The study team conducted focused discussions with key stakeholders in DoD and Interagency in order to ensure that our data were correct and up to date. Moreover,

the team utilized OSD/P's online "Security Cooperation Toolkit." While the Toolkit was not complete, it provided a very useful starting point for our research and analysis. The study team worked closely with OSD/P throughout the year to ensure that our program pages informed the content of the Toolkit, and vice versa.

In addition, we consulted the following data sources on Title 10, 22, 32, and 50 security cooperation programs:

- Applicable DoD Program Instructions/Directives
- Defense Security Cooperation Agency Programs briefing (fiscal year [FY] 2009)
- Air Force Building Partnerships Doctrine briefings (FY 2010)
- Air Force Irregular Warfare and Building Partnerships briefing (FY 2010)
- AFGPS (FY 2008)
- AFM 16-101; other program-specific Air Force instructions
- *SAF/IA Security Assistance Handbook,* Office of the Deputy Under Secretary of the Air Force for International Affairs, 2000.
- *Developing an Assessment Framework for U.S. Air Force Building Partnerships Programs,* MG-868, Appendix 1 (FY 2009)
- *Building Partner Capacity to Combat Weapons of Mass Destruction,* MG-783 (FY 2009).

The team anticipates that this report will be most useful to airmen working in security cooperation-related positions, including in the Secretariat, the Air Staff, at the geographic and functional major commands (MAJCOMs) and Numbered Air Forces (NAFs), and at various training and educational institutions, including the new Air Force Air Advisory Academy, which prepares airmen for the security cooperation mission. Because the study considers Joint and Interagency programs as well as USAF-managed programs, the utility of this primer should expand well beyond the USAF.

Organization of the Report

This report broadly covers four main elements in the security cooperation process: planning, resourcing, assessing, and training.

Chapter Two discusses two elements of the process—USAF planning and resourcing for security cooperation—and provides an overview of the construct for employing the programs identified by this research.

Chapter Three discusses the third element of the process, assessing the effectiveness of security cooperation programs and activities. The chapter provides a broader context for USAF planners to think about ways of optimizing processes for improved planning, resources, and security cooperation assessments. This chapter draws heavily upon previously published RAND work for the Air Force on these topics.

Chapter Four introduces a fictitious yet rich vignette to illustrate how specific programs can be tied to support partner air forces of differing levels of capability and capacity, and in different situational contexts. Chapter Five consolidates and presents the study team's overall summary and recommendations.

Appendix A contains a set of summary "Program Pages" for 99 security cooperation programs. This appendix will be accompanied by a searchable MS Access database that will allow

the user to identify programs that are appropriate for specific security cooperation purposes and that conduct activities appropriate for partner air forces. Appendix B provides an illustrative example of how programs and activities are selected, based on the security cooperation vignette presented in Chapter Three.

The Security Cooperation Planning and Resourcing Construct

Security cooperation plans are developed as a means of supporting work with partners. Such plans may aim to cultivate capabilities or capacities for specific missions or simply to foster better partnerships. They can emerge at virtually any level. For example, HAF develops the Air Force CSP, SAF/IA develops country plans, program managers develop plans for specific programs, and action officers at the air component commands develop security cooperation plans to support their COCOM's theater campaign plan.

Planning is difficult. Typically, the planner's organization does not have all necessary resources at hand to implement a plan. Operational or contingency plans are typically based on assumptions about the availability of forces or equipment that may well be simultaneously apportioned to other commands. In other words, even combatant commanders do not have access to all the resources they would like to have. This is only part of the dilemma. Knowing which resources are available and how to obtain them can be equally challenging. The problem is compounded when it comes to security cooperation resources because many relevant programs do not even reside within DoD. In some cases, other agencies and departments manage programs that are relevant; in other cases, programs are comanaged across departments or agencies.

The first two sections of this chapter describe elements of the planning process, including linkages to objectives, coordination, and resourcing of security cooperation plans. The third section introduces an analytical construct for identifying key elements of the plan: the partners, the programs, and the activities. Collectively, the chapter is designed to help the security cooperation planner, no matter at what level he or she is working, to identify and assemble the key elements of the security cooperation plan.

Planning for USAF Security Cooperation

Planning is the process of gathering and assembling details such as objectives, purposes, resources, timing, and participants, in a way that forms a blueprint for action. Effective planning is essential in a security cooperation context, just as it is in an operational context. Security cooperation planners can apply many of the same skills, planning frameworks, and planning processes used for operational planning, if for no other reason than to ensure that they do not inadvertently neglect to consider crucial aspects of the situation. As with all other planning, however, effective security cooperation planning requires planners to understand the tools available to them. In this case, those tools are security cooperation programs. This report describes how to integrate that understanding into other planning activities. Plans should be

linked to higher-level strategic guidance, as discussed in Chapter One, and supported by the necessary resources, as discussed in the following section.

Gathering Information

USAF security cooperation planners can consult many sources for information on theater and country plans. These plans originate within DoD (e.g., COCOMs, components, OSD, Joint Staff, other Services, National Guard), DoS, and other U.S. government entities, such as DoT/FAA. Figure 2.1 provides a depiction of the relationships among these plans, with a focus on how the Air Force and the air component commands support the COCOM. This direct support is shown in the center of the figure, with both the institutional Air Force's campaign plan and the air component's country plans supporting the COCOM's plan. The importance of both the air component and USAF plans interfacing with other organizations' plans is illustrated by the surrounding boxes.[1]

The different types of existing country plans can be found around the outside edges of the graphic. For DoD, the COCOM TCPs and country plans drive the component command country plans. The Services, which have a global perspective and perhaps a longer-term view of specific country relationships (especially for the more highly capable allies), write their own country plans, but with input from the COCOM plans. The State Department has ambassador-approved Mission Strategic Resource Plans (MSRPs) for every country. Other U.S. gov-

Figure 2.1
Country Plans Relationships

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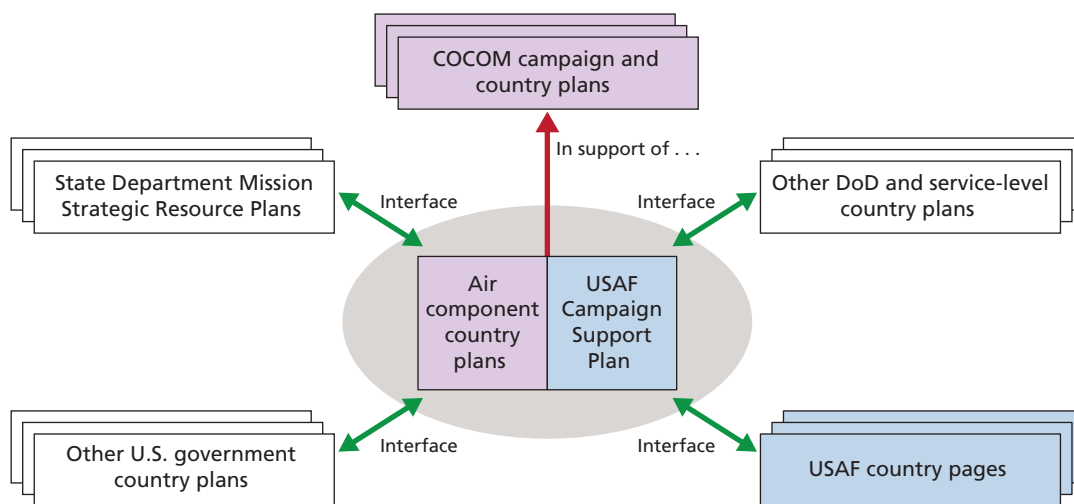
[1] In general, U.S. government agencies that conduct work at the country level prepare country plans that guide activities by describing objectives and resources. Each U.S. mission, for example, prepares a Mission Strategic Resource Plan (MSRP) that describes DoS and U.S. Agency for International Development (USAID) objectives and associated resources. At the COCOMs, campaign plans are prepared that describe objectives within each region; these plans are supported by country plans based on inputs from the component commands. At the HAF level, the CSP is developed to describe how the Air Force institutionally supports the various combatant commands; additional detail at the country level is provided in the SAF/IA-developed country pages. Additionally, the other services, as well as other U.S. government agencies and departments, also prepare plans that address objectives, activities, and resources at the country level.

ernment agencies, while adhering to the MSRPs, often draft their own country plans, which contain a greater level of specificity, tied to the focus of their agency (e.g., FAA plans would focus on flight safety and security; the Department of Homeland Security (DHS) would focus on border security near U.S. borders, etc.).

Knowing the Community

One of the most important, practical aspects of effective planning is knowing one's planning community and counterparts, and ensuring the interchange of information relevant to ongoing planning efforts. Moreover, the importance of this network is exponentially increased by the fact that security cooperation resources are so dispersed, as described in Chapter One. The most successful security cooperation planners across the U.S. government tend to be those who have built and are able to sustain a solid network of colleagues and contacts. For a planner who is new to the position, there are many ways to build a network. One very effective way is to attend security cooperation conferences and workshops hosted by the USAF, other Services, OSD/Joint Staff, COCOMs, and Component Commands. These events are usually an excellent way to develop and maintain a security cooperation planning and resourcing network. Being on the right e-mailing list will increase the planner's visibility in upcoming events, as well as new initiatives in the security cooperation community. For example, the USAF hosts an annual "Building Partnerships" conference, which includes all planners from the community. OSD and the Joint Staff host an annual security cooperation conference that brings together the Joint community.

The Combatant Commands host annual conferences on theater security cooperation, and several also host annual events on security assistance. There are even more specialized conferences on specific aspects of security cooperation, such as training and professional military education for foreign partners. Special Operations Command (SOCOM) and Strategic Command (STRATCOM) separately host annual events called Global Synchronization Conferences (GSCs). SOCOM focuses on counterterrorism, and STRATCOM on counterproliferation. These events tend to include a wider community of interest from the U.S. Government civilian community.

The other U.S. Military Services, the Army and the Marine Corps in particular, also hold annual security cooperation conferences. As the other Services also focus on aviation capacity building in partners, it would be a good idea to attend these meetings, or at least review the conference materials once they are posted online. Having a database of contacts built, in part, from attending conferences will assist the USAF planner in finding quicker answers to difficult questions.

Finally, knowing his/her organizational counterparts is essential to any security cooperation planner. Within the Air Force, offices engaged in security cooperation planning exist at all levels. This is true within the other Military Services as well. Other agencies and departments often have counterpart offices for their international cooperation efforts, and in some cases operate coordination boards as a means of integrating the organization's activities.[2] Taking

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[2] For example, the Coast Guard operates the International Coordination and Leadership Advisory Group (ICLAG) as a mechanism to coordinate international policy and engagement, while the National Aeronautics and Space Administration (NASA) operates the International Space Exploration Coordination Group (ISECG) as a way to coordinate global space exploration.

the time to investigate these counterpart offices or functions should be a high priority for any security cooperation planner.

Resourcing for USAF Security Cooperation

Resources for security cooperation are dispersed throughout DoD and the U.S. government quite broadly. Virtually every U.S. Government agency has some kind of program for working with partner countries. Most have several.[3] Some, like DoD and DoS, have numerous programs. As mentioned in the prior section, part of a USAF security cooperation planner's responsibility is to know his/her planning network, both within and outside of the USAF. The same holds true for understanding the resources, where they come from, who owns them, and what authorities govern their use.

It is important to note that resourcing for security cooperation programs and activities requires more than funding. Although funding is certainly a key enabler, the planner must consider a broader resourcing context. Resources can take many different forms, including doctrine, funding, personnel, training, materiel, and organizations.

The program pages in Appendix A identify the funding sources, as well as the legislative authorities, for each program. Funding sources are rooted in legislative authorities, and both are detailed in the various program pages contained in Appendix A of this report in order to demonstrate the linkages between resources and programs. Funding is essential, but it is only one type of resource used in security cooperation efforts.

To illustrate the importance of having the right kinds of resources available to support a specific activity, take, for instance, the need to incorporate trained, quality personnel. When an airman is deployed to a partner country as part of a military training team (MTT), it is important for him or her to be an expert in a particular field (e.g., logistics) or on a particular type of equipment (repairing a C-130). In addition, the airman should also be familiar with the culture of the partner nation, the environment to which he/she is being deployed, and— if time allows—some basics of the partner country's language. At a minimum, the airman should be given instructions on how to effectively use an interpreter. Moreover, it is important that the airman be at the right level or rank to command the respect and authority required for the MTT's success. If a contractor, perhaps a retired airman, is selected for the MTT, it is critical to consider any possible negative repercussions from deploying a civilian rather than a uniformed individual. Many factors should be taken into account to ensure the successful execution of an airman's security cooperation plan. The bottom line is that a plan is only as good as the resources employed to execute it.

Of particular importance to the planner is an awareness of "ownership" of resources. As mentioned previously, security cooperation planners rarely have at their disposal all the necessary resources to develop an effective plan. For that reason, programs from other Services, OSD, and other departments are included in the program pages. Understanding how these programs can be leveraged to overcome internal resource gaps is essential and can allow the planner to broaden the scope of a plan in a way that makes the effort truly meaningful.

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[3]   For example, DoS manages many programs focused on border security and countering illicit trafficking; DHS also manages and executes border security programs; DoE has many nonproliferation programs; and so on.

Up to this point, we have addressed the importance of planning and have offered insights into how the planner can link his or her plan to higher objectives, gain access to information about other programs of interest, and leverage resources. In the next section, we introduce an analytical construct for using the program pages in Appendix A.

Training for USAF Security Cooperation

Training is essential to the long-term sustainment of the security cooperation process described in this chapter. We refer frequently to Air Force "security cooperation planners" in this report; in practice they are airmen of various backgrounds who are typically placed into "security cooperation planner" positions without much, if any, preparation or training. Their previous experience with security cooperation is often incidental.[4] On occasion, airmen working in overseas positions may have attended a Defense Institute for Security Assistance Management (DISAM) course, but this is not a requirement for the position. Even if he/she has been through DISAM, however, the DISAM curriculum is mainly limited to security assistance programs and resourcing (Title 22) programs managed by DoS (and executed by DoD), missing the broader Title 10 programs managed directly by the USAF and DoD. Airmen working as security cooperation planners in the United States at the headquarters or secretariat, or at a major command or numbered air force, for example, most likely have not received training prior to the assignment. Therefore, airmen new or relatively new to the security cooperation community rely mainly on on-the-job training to become proficient.[5]

The USAF does develop some airmen through the International Affairs Specialist (IAS) program, including Regional Affairs Specialists and Policy Affairs Specialists. There is no single course for these airmen; the expectation is that a broad range of training and education over the course of a career will be sufficient. Language training, advanced degrees in international studies, area studies and related fields, and practical experience working with partner nations are part of the background that an IAS airman might bring to his or her position as a security cooperation planner. These airmen thus may have many, but not all, of the skills needed by security cooperation planners. Other important skills might include military planning, programming and budgeting, acquisition, security assistance processes, cultural awareness, and program assessment.[6]

But not all airmen with responsibilities for planning or conducting security cooperation are even part of this program, meaning that previous experience or skills related to security cooperation is not a requirement for these jobs, and is often only incidental. A more comprehensive and structured approach to training could lead to airmen better equipped to conduct security cooperation planning and lead security cooperation programs and activities. A standalone security cooperation planner's overview course may be needed as a way to introduce the

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[4] Airmen may have some experience working in an embassy or on a staff working on international issues or programs, or may have some experience supporting some kind of exercise in a country.

[5] See Jennifer Moroney et al., *Lessons for Building Partner Capacity from the U.S. Air Force's Train, Equip, Advise, and Assist Efforts in Iraq, Afghanistan, and Colombia*, Santa Monica, Calif.: RAND Corporation, TR-909-AF, 2011.

[6] These skills are, however, recognized by the USAF as important; while not a formal part of the IAS program, they are included in the Education and Training Plan for the civilian equivalent of the IAS, the "International Affairs Career Field," which suggests specific courses and skills.

concepts and resources essential to the job. Such a course might be developed and conducted under the auspices of the new USAF Air Advisor Academy, which was established in 2010 as an institution to train airmen deploying to overseas missions to work with partner country officials, mainly in a training capacity.

A core curriculum for the USAF security cooperation planning community, and possibly in the other Services and in Joint security cooperation planning positions, could be developed. Such a core curriculum may include foundational documents, including strategic guidance documents from OSD, the COCOMs, and the USAF, as well as resource-identifying reports such as this one, along with other relevant reports, perhaps from the DSCA. Ultimately, the USAF would benefit greatly from a handbook, updated regularly, that captures all this core information for the planning community.

Using the Program Pages: An Analytical Construct for Security Cooperation Planning and Resourcing

The program pages, when used in conjunction with an analytical construct such as the one described in this section, can provide the key elements of a security cooperation plan. The information contained in the program pages (Appendix A) reflects that discussed in the preceding section: purposes (that relate to objectives), authorities, funding sources, and activities. In addition, the pages offer useful contact data, related guidance documents, instructions, and directives, and major processes and agreements used in implementation of the various programs.

Without an analytical construct, however, the pages are simply a collection of data. Planning frameworks, such as that described in Joint Publication (JP) 5-0, *Joint Operations Planning*, assist planners in thinking methodically and comprehensively about all relevant aspects of an operation or activity. The analytical construct we will describe in the following sections augments existing planning frameworks by enabling security cooperation planners to methodically consider how existing security cooperation programs affect their plans.

The construct conceptualizes a process consisting of two steps that help the planner discern key security cooperation plan elements: which country to work with, and how to work with them. First, the planner considers one or more security cooperation objectives and specific purposes in order to begin identifying potential partners with whom it may be most appropriate to work. This step draws on the RAND Country Prioritization Process.[7] Then, the planner identifies the most relevant security cooperation programs and activities for the selected partners. The process is thorough, objective, and most importantly, repeatable.

The Importance of Understanding Objectives and Purposes

As noted earlier in this chapter, effective planning is linked to objectives contained in higher-level guidance. Whether the goal is to develop a plan for implementing an aspect of the AFGPS, a combatant commander's TCP, or to support a contingency, understanding the objective is critical. Once the objective is clear, the security cooperation planner can link it to a security cooperation purpose, and can also identify potential partners.

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[7]   This work is documented separately as a Project Air Force FY 2010 study report.

Security cooperation purposes are derived from a variety of sources, including the OSD Security Cooperation Toolkit and the Guidance for Employment of the Force. Purposes are essentially broad military mission areas and, because they can be correlated to security cooperation programs, they prove particularly useful to planning when linking objectives to programs.[8] Purposes can be obvious; program titles often reflect the main purpose the program is intended to support. For example, the Coalition Solidarity Funds (CSF) program is clearly intended to provide assistance to partner countries for participation in U.S.-led coalition operations. Some programs are less obvious, simply because they can support so many purposes. The Chairman's Exercise Program can be used to work with partners for a variety of purposes, such as counterterrorism, disaster relief, counternarcotics, and many others. Other programs are not obvious at all; the Antiterrorism Assistance Program, for example, is indeed used to provide antiterrorism assistance, but may also be used for a variety of other purposes, such as border security, law enforcement, and counter-WMD. Each program page in Appendix A lists one or more purposes for which the program is appropriate. The following security cooperation purposes are used in the program pages:

Counterterrorism	Interoperability
Counternarcotics	Humanitarian assistance
Counter-WMD	Defense institution building
Law enforcement	Missile defense
Border security	Port security
Disaster relief	Health
Research and development	Coalition operations
Maritime security	Demining
Intelligence, surveillance, and reconnaissance	Counterinsurgency
Peacekeeping	Counter-threat finance
Stabilization and reconstruction	Aviation expertise
Cyber security	

Selecting Security Cooperation Programs

Once the purpose (or purposes) is identified, the security cooperation planner has a way to choose, from among the many security cooperation programs available, those programs that are most appropriate. Figure 2.2 uses a graphical flow chart to depict the first two steps of the analytical construct, illustrating the process of getting from objectives to programs. At the top of the figure, the input labeled (1) represents the initial input to the construct: the security cooperation purpose. The security cooperation purpose is derived from the objective, which in turn is derived from the various strategic guidance documents that might drive the need for planning. From the purpose (or purposes), the planner consults the program pages to identify the subset of programs that are relevant to the purpose(s), as shown in the portion of the figure labeled (2).

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[8]   The purpose associated with most security cooperation programs is typically obvious, either from the program description contained in related legislation, or in guidance documents such as DoD or Air Force Instructions. Many programs support multiple purposes.

Figure 2.2
Steps 1 and 2 of the Analytical
Construct

(1)

Purpose
(derived
from
objective
contained
in strategic
guidance)

(2) **Program pages**
Identify *programs*
relevant to purpose
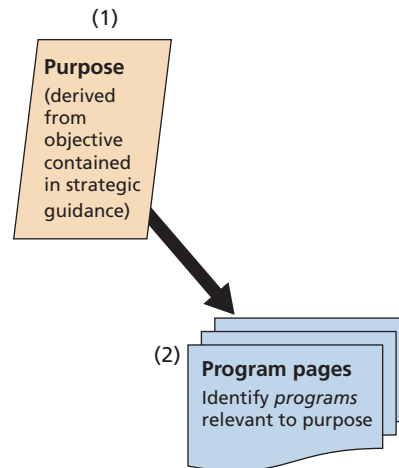
Working with Potential Partners

The next step is to identify the most appropriate partners with whom to work. Achieving objectives through security cooperation hinges on conducting the right activities with the right partners. In some cases, the security cooperation partner is a given; for example, many programs are focused on building the capacity of countries of concern in the war on terror. Iraq, Afghanistan, and Pakistan each have a variety of purpose-specific programs that are not available to other potential partners. Purpose-specific programs, in other words, assume a partner or a group of partners (such as the Andean Counterdrug Initiative, or many of the CTR programs). Many programs, however, are global in nature and can be used in any area of responsibility to achieve related objectives. A key question for the security cooperation planner then becomes, "which countries?"

A second consideration that must be taken into account is the mix of activities to be conducted with partners. Programs may often be used in multiple ways; they may provide not just equipment but also training on how to use or maintain that equipment. Programs that conduct training often conduct exercises or conferences as well. Because not all activities are appropriate for every partner, it is important to answer the question "which activities?" within a given program. The following sections describe how the analytical construct guides the security cooperation planner in selecting the right partners when the choices are not obvious, and how to choose the right types of activities to undertake with those partners.

Prioritizing Partners: "First Look." The "first look" in prioritizing potential partners for security cooperation activities consists of assessing their operational and technical relevance to the planning organization's objectives. To be sure, the planner does not select a partner country unilaterally; he or she most often simply makes a recommendation for partner selection in response to planning requests from combatant commands or other headquarters. Accordingly, the purpose and objective of a security cooperation effort generally drive the range of potential partners. Efforts aimed at post-conflict reconstruction or at building partner capacity to support coalition operations typically present the planner with a ready-made set of potential part-

ners. Other objectives, less precisely defined, are still typically centered in a geographical combatant commander's area of responsibility and are often specific to a region or regional issue. In either case, identifying the universe of potential partners for any given objective should be relatively straight-forward. Prioritizing those potential partners so as to identify the ones with which to conduct specific security cooperation activities, however, requires a process for differentiating the relative merits of each.

At the top of Figure 2.3, in the box labeled (3), this initial prioritization of potential partners also flows from the security cooperation purpose. Although any number of methods might exist to create comparisons among countries, the study team chose to use the prioritization process developed as a sister task to this study, produced in FY 2010.[9] The rationale for this choice is that, by using this prioritization process, it is possible to compare the potential partners in terms of the operational and technical merits of each, as well as their expected role in the security cooperation effort.[10] For example, partner states may be more or less relevant to the purpose and objective based simply on their geographical proximity to the threat. Alternatively, a potential partner without aviation infrastructure might be less relevant than one with an extensive system of airspace control and airfields. The ability to operate or maintain complex, highly technical systems might be an example of the type of comparison that the planner might make when conducting the first look. The RAND FY 2010 prioritization process accounts for these and many other operational and technical considerations, allowing the security cooperation planner to more easily discern the relative merits of potential partners.

Because this step is driven by, for example, a combatant commander's objective, the planner looks at potential partners first to gain an appreciation for the relevant technical and

Figure 2.3
Steps 3 and 4 of the Analytical Construct
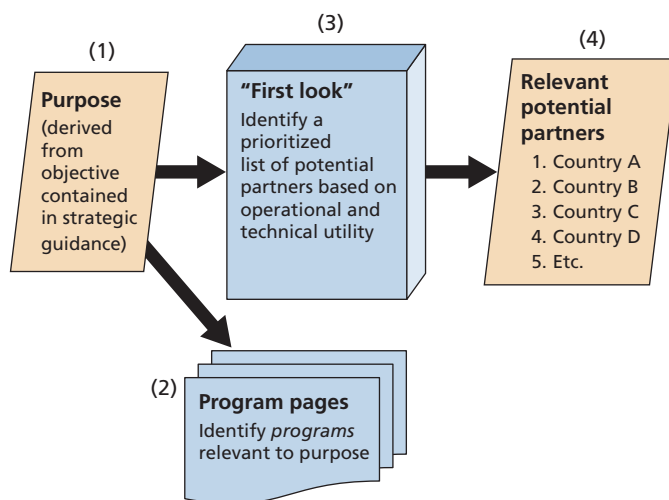
RAND *TR974-2.3*

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[9] The prioritization task was developed by RAND to prioritize USAF partner countries in three bins: employment partners, development partners, and posture partners.

[10] Different partners may have different roles; for example, a partner may be a net recipient of assistance, or it may assist the United States in working with a third party. For a more complete description of partner country roles in security cooperation efforts, see Jennifer D. P. Moroney et al., *International Cooperation with Partner Air Forces*, MG-790, 2009.

operational capabilities they may already have, or for how such capabilities might be built. For example, if the objective is to provide a surveillance capability in a certain region, then looking at potential security cooperation partners to ascertain their current surveillance technical capabilities might be appropriate. Alternatively, their operational capacity to host surveillance systems, such as airfields and radars, might be considered. The result of this first look is a prioritized listing of countries that might be relevant security cooperation partners, relative to the objective and purpose. Examples of how this might be done are discussed in detail in Chapter Four. This listing is illustrated in Figure 2.3 as the item labeled (4); such a comparison, however, is only half of the story.

At this point in the process, no subjective judgments have been made about any of the potential partners. In practice, it may seem obvious that certain countries should not be considered; some states are potential adversaries, sponsors of terrorism, or simply hostile to U.S. interests. While the planner's a priori knowledge of these countries will likely result in their being left out of the analysis in the first place, the construct does not require them to be. In fact, the "second look" during the prioritization process shown along the top of Figure 2.4, takes exactly such considerations into account.

Prioritizing Partners: "Second Look." The initial prioritization of potential partners is a first look that considers just operational and technical factors. The usefulness of this type of comparison is limited in that it does not consider political factors, for example, but it does provide a useful way to objectively view the extant capabilities in the region or in a specific country.[11]

The box labeled (5) in Figure 2.4 represents the "second look" at the data used in the prioritization process. Whereas the first look allowed the planner to prioritize potential partners according their operational and technical utility, the second look takes into account the characteristics of a potential partner that may make it more desirable than another. The two

Figure 2.4
Steps 5 and 6 of the Analytical Construct
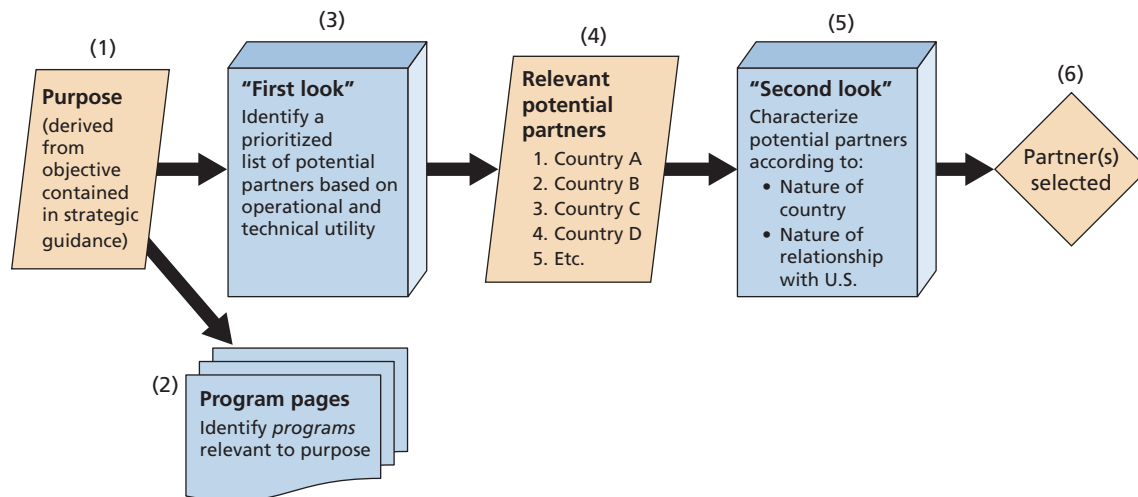
RAND *TR974-2.4*

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[11]   Even when considering just one partner, as one might do for a Foreign Internal Defense (FID) effort, for example, understanding the extant capabilities is still essential knowledge for the development of a security cooperation plan.

broad characterizations made at this point are (1) the nature of the potential partners and (2) the nature of the relationship with the potential partners.

Not all potential partners are appropriate to work with, and the planner should consider the relative risks of working with any potential partner. The nature or character of a potential partner can limit the ability of the United States to conduct security cooperation activities. Such factors as political alignment, human rights issues, internal stability, ability to absorb assistance, the length of time it takes for the partner to implement the training or other assistance provided, and links to terrorist groups can all limit the ability of the United States to partner with a country. Data regarding such issues are readily available, and security cooperation planners should consult with country desk officers, functional experts, and intelligence staffs to gain access to the most current indicators.

The relationship that exists between the partner and the United States or an element of the U.S. government, such as the Air Force, can either limit or enhance the ability to conduct security cooperation activities. Potential partners with which a nascent relationship exists may not be as appropriate as those with long-standing, more-robust relationships. For example, some potential partners may have substantial investments in U.S. equipment and training, while others have a more limited exposure. In terms of potential interoperability, states with greater exposure to USAF tactics and procedures, perhaps through participation in exercises, conferences, or exchange programs, might be preferable to partners that eschew such activities. Consultation with country desk officers and security program managers, examination of security cooperation databases, and discussions with security assistance officers or other country team members might also reveal relevant data. The point is a potential partner that may appear ideal from an operational or technical standpoint may not be an appropriate partner at all. The result of this second look is illustrated in the diamond-shaped box labeled (6) in Figure 2.4.

In practice, the planner could easily accomplish the "first look" and "second look" simultaneously or in any order; they are presented here as separate steps to highlight the distinct reasons for considering the various characteristics of a potential security cooperation partner. Considering a wide range of characteristics can help the security cooperation planner determine the best choice among potential partners that meets the operational and technical need while also increasing the odds that the efforts will be successful.

Selecting Security Cooperation Activities

Once the security cooperation planner has identified the partner or partners upon which the plan will be focused, the next consideration is the manner in which the United States will work with them. There are a variety of ways in which the United States can conduct activities with partners. In some cases, equipment transfer might be the appropriate activity, along with training on how to operate or maintain it. In other cases, conducting combined exercises to develop existing capabilities might be a desirable activity. Table 2.1 depicts the set of activities used in the program pages in Appendix A. The activities shown in Table 2.1 are organized into three columns, labeled "Nascent," "Developing," and "Advanced." These labels are intended as guidelines for selecting appropriate activities for specific partners.

Table 2.1
Security Cooperation Activities Relative to Partner's Relationship
with the United States

Nascent	Developing	Advanced
Needs/capabilities assessments	Education	Personnel exchanges
Training	Exercises	RDT&E
Conferences, workshops	Equipment	Experimentation
Information exchanges	Construction	Provide air/sealift
Defense/military contacts	Supplies	

Security cooperation planners may think of partners according to the second look criteria described in the table. In other words, if a particular partner's relationship with the United States, or with the Air Force specifically, is just starting, it may be best to select activities from the Nascent list. These activities might also be appropriate for countries with a lesser ability to absorb assistance or those with a relatively technically unsophisticated military. More-capable, stable partners, with more-robust U.S. relationships, will be suitable for Developing or even Advanced activities. As Figure 2.5 illustrates, the activities are nested, so that Developing activities subsume Nascent activities, and both Nascent and Developing activities are subsumed by Advanced activities.

In Figure 2.6, the box labeled (7) illustrates the security cooperation planner referencing the program pages once more. In (2), the universe of potential programs was narrowed

Figure 2.5
The Relationship Among Security Cooperation Activities

"Nascent" activities
- Needs/capabilities assessments
- Training
- Conferences, workshops
- Information exchanges
- Defense/military contacts

"Developing" activities
- Education
- Exercises
- Equipment
- Construction
- Supplies

"Advanced" activities
- Personnel exchanges
- RDT&E
- Experimentation
- Provide air/sealift
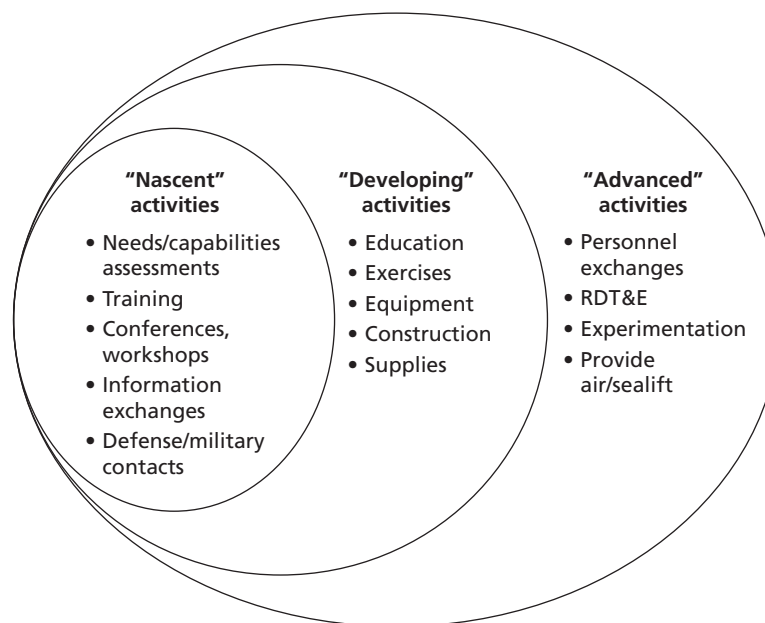
Figure 2.6
Steps 7 and 8 of the Analytical Construct

(1)

Purpose
(derived from objective contained in strategic guidance)

(3)

"First look"
Identify a prioritized list of potential partners based on operational and technical utility

(4)

Relevant potential partners
1. Country A
2. Country B
3. Country C
4. Country D
5. Etc.

(5)

"Second look"
Characterize potential partners according to:
• Nature of country
• Nature of relationship with U.S.

(6)

Partner(s) selected

(2)

Program pages
Identify *programs* relevant to purpose

(7)

Program pages
Identify *activities* appropriate for partner(s)

(8)

Key components of security cooperation plan

RAND *TR974-2.6*

to just those appropriate for the specific purpose, or purposes, that support the objective. In (7), it is possible that the list of appropriate programs may be narrowed even further. In other words, programs that do not conduct the types of activities we are interested in can be eliminated from consideration. In many cases, a particular program may conduct multiple types of activities. Once the programs that support the desired types of activities have been selected, the security cooperation planner is ready to proceed with developing the security cooperation plan, as shown in the box labeled (8).

Conclusion

Having made informed decisions about the appropriate types of activities to conduct with a partner, the security cooperation planner is now armed with three key elements of the security cooperation plan: which partners to work with, which programs to use, and which types of activities to conduct. The steps illustrated in this chapter are designed to help the planner during the planning process by providing information about programs and resources that might be appropriate to his/her objectives, purpose, and participants.

A Framework for Assessing USAF Security Cooperation Programs

This chapter provides an overview of the third element of the construct—assessing—and argues for the importance of assessing USAF security cooperation programs. The chapter draws heavily upon recently published RAND research for the USAF and OSD on security cooperation assessment frameworks.[1] That research explains why assessment is important, how to think about assessments, how security cooperation assessments should be conducted, and the utility of assessment results in informing decisionmaking. The chapter begins by explaining the basic rationale for conducting security cooperation assessments and providing some examples of ongoing challenges to security cooperation assessment. It then explains the key elements of the framework in detail, particularly the elements not covered previously in this report. The chapter then concludes with some thoughts on ways to implement an assessment process at the program level.

What Is Assessment?

Assessment is research or analysis to inform decisionmaking. When most people think of evaluation or assessment, they tend to think of outcomes assessment: Does the subject of the assessment "work"? Is it worthwhile? While outcomes are certainly within the purview of assessment, assessments cover a much broader range and can be quite varied.

Most assessments are conducted using research methods common in the social sciences. However, evaluation and assessment can be distinguished from other forms of research in their purpose. Assessment is fundamentally action-oriented. Assessments are conducted to determine the value, worth, or impact of a policy, program, proposal, practice, design, or service with a view toward making change decisions about that program or program element in the future. In short, *assessments must be explicitly connected to informing decisionmaking.*

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[1] See, in particular, Jennifer D. P. Moroney and Joe Hogler, with Benjamin Bahney, Kim Cragin, David R. Howell, Charlotte Lynch, and S. Rebecca Zimmerman, *Building Partner Capacity to Combat Weapons of Mass Destruction*, Santa Monica, Calif.: RAND Corporation, MG-783-DTRA, 2009; Jennifer D. P. Moroney, Jefferson P. Marquis, Cathryn Quantic Thurston, and Gregory F. Treverton, *A Framework to Assess Programs for Building Partnerships*, Santa Monica, Calif.: RAND Corporation, MG-863-OSD, 2009; Jennifer D. P. Moroney, Joe Hogler, Jefferson P. Marquis, Christopher Paul, John E. Peters, and Beth Grill, *Developing an Assessment Framework for U.S. Air Force Building Partnerships Programs*, Santa Monica, Calif.: RAND Corporation, MG-868-AF, 2010; and Jefferson P. Marquis, Jennifer Moroney, Justin Beck, Derek Easton, Scott Hiromoto, David Howell, Janet Lewis, Charlotte Lynch, Michael Neumann, and Cathryn Q. Thurston, *Developing an Army Strategy for Building Partner Capacity for Stability Operations,* Santa Monica, Calif.: RAND Corporation, MG-942, 2010.

Within the action-oriented/decision support role, assessments can vary widely. Assessments can support decisions to adjust, expand, contract, or terminate a program. They can support decisions regarding what services a program should deliver and to whom. And they can support decisions about how to manage and execute a program.

Assessment is not new to the Air Force. The Air Force does a great deal of assessment in domains other than security cooperation (e.g., proficiency evaluations, or "check rides," and operational readiness certifications). Further, several USAF organizations (the Inspector General, the Air Force Audit Agency, etc.) conduct assessments as part of their routine operations. Note that the examples above are assessments because they are research in support of decisions.

Why Assess?

Although some decisions can be based on ad hoc or intuitive assessments, many decisions demand assessments based on more extensive or rigorous research methods. When there are important decisions to be made and ambiguities exist about the factual bases for those decisions, assessment is the antidote.

Across most aspects of government and military activity, there are regular calls for assessments; security cooperation is no exception. The GEF, while elevating the prominence of security cooperation, explicitly calls for annual assessments to be delivered to OSD. In addition to this high-level call for security cooperation assessment, security cooperation practitioners are well aware of the frequency with which one stakeholder or another requests (or requires) further assessment-related reporting. Quality assessments of security cooperation programs will contribute to improved decisionmaking at all levels, including oversight, planning, management, resourcing, and execution.

Challenges to Security Cooperation Assessment

There are numerous challenges to successful assessments in Air Force security cooperation—challenges that indeed apply more broadly to DoD and even the U.S. government. These challenges are not insurmountable; some are endemic and some are more focused on process. But it is important to keep them in mind when developing workarounds that will enable DoD to implement a truly comprehensive and integrated security cooperation assessment process.

Determining Causality

Arguably the biggest challenge confronting security cooperation assessment lies in trying to identify causality: linking the activities of specific security cooperation programs to specific advances toward COCOM or U.S. end states (outcomes).[2] The abundance of U.S. security cooperation initiatives—from DoS, other DoD programs, USAID, the Department of Justice (DoJ), DHS, DoE, DoT, and DoC—confound our ability to assign causality, as do various exogenous factors, such as international politics and global public diplomacy. In many

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[2]   See Jefferson P. Marquis, Jennifer Moroney, Justin Beck, Derek Easton, Scott Hiromoto, David Howell, Janet Lewis, Charlotte Lynch, Michael Neumann, and Cathryn Q. Thurston, *Developing an Army Strategy for Building Partner Capacity for Stability Operations*, Santa Monica, Calif.: RAND Corporation, MG-942, 1020, Appendix D.

instances, the best we can hope for at the outcomes level is to find some relationship between success in security cooperation programs and progress within security cooperation focus areas.

Well-Articulated Intermediate Goals to Inform Decisionmaking

Assessment should be tied to decisionmaking. A critical assessment challenge is to know what kinds of information these decisions should be based on. For example, it is fairly intuitive to decide whether or not to continue an effort based on whether or not it is working. However, it is analytically very difficult to tell whether or not something is working when causal connections are conflated with other activities or end states and goals are high-level, opaque, difficult to measure, or require only that a program or activity contributes indirectly. Well-articulated intermediate goals to which programs can directly contribute are important facilitators for effective program assessment. But when such goals are lacking, it is difficult to support decisions with assessment.

Assessment Capabilities of Air Force Stakeholders

Effort is required for both the collection of raw data and the analysis needed to produce completed assessments. Resource constraints can adversely impact the quality of data collection. Different Air Force organizations have differing levels of preparation and capability for assessment. Some security cooperation programs either have regular access to Strategic Plans and Programs Directorate on the Air Staff (HQ AF/A8) and Air Force Studies & Analyses, Assessments, and Lessons Learned Directorate (HQ AF/A9) personnel to help with assessment or have sufficient manning (and foresight) for dedicated assessment personnel. Other programs are very tightly staffed with just a few personnel already wearing multiple hats and working long hours before assessment even enters the picture.

The Air Force is a mixed bag in this regard. Good assessment planning and assessment matching can ease the resource burden. Relevant personnel will be better able to plan for and complete assessment data collection if they know about it before the period or event for which they will collect data. A single set of coherent assessment data requests requires less time to complete than a host of different and partially duplicative or partially useless calls for assessment data.

Multiplicity of and Differing Priorities of Stakeholders

Air Force security cooperation programs have a host of different stakeholders. Decisions for and about these programs are made by many different organizations and at many different levels. The constellation of stakeholders varies from program to program depending on the relevant authorities and relationships, as discussed above. Although the inclusion of many stakeholders is not inherently challenging, it can complicate assessments in a number of different ways. For example, personnel at the program execution level can have multiple masters with different goals. This can complicate assessment when different stakeholders request different but similar assessments using different processes.

Security Cooperation Data Tracking Systems Are Not Currently Organized for Security Cooperation Assessment

As discussed in Chapter One, DoD and U.S. government security cooperation programs and funding are widely dispersed in terms of who is responsible for them. Some Air Force–specific data are maintained in Knowledgebase and the COCOMs' respective TSCMISs, but not all

security cooperation stakeholders provide inputs, nor do they all have access to these systems. As a result, it is not clear that a complete, accurate, current repository of all security cooperation activities and their details (resources involved, place, duration, frequency, etc.) exists. The Air Force is working on this issue through the new CSP, which eventually is intended to be such a central repository.

Confusing Terminology

The changing lexicon of security cooperation also complicates assessment. New guidance documents invariably alter the language of security cooperation. A certain consistency is essential if Air Force organizations are to be able to manage assessments over time as the guidance changes. For example, how might one know if goals and end states are one in the same or different? Are "goals" and "ends" equivalent? What are the differences between "outputs" and "outcomes"? Misunderstandings along these lines have the potential to distort and corrupt assessments by treating terms as if they mean the same thing when in fact they do not.

Delegating Assessment Responsibilities

There is also the practice, widespread within DoD, of delegating the task of assessment to subordinate organizations. Although this practice may be effective at the upper echelons of OSD, within the Air Force it causes trouble for multiple reasons. The first reason is that many of the officers and staffers charged to perform the assessments have operational backgrounds; they are not trained to design and perform assessments. Without an assessment template and a dataset at hand, they are often left to their own devices to conceive and execute the assessment. Even in organizations with appropriately trained staff, the necessary data are rarely fully available and potential data sources are not obvious.

Unless the Headquarters element of the Air Force specifies the types of assessments it expects from particular commands or agencies and takes steps to collect and organize the supporting information, individual offices will have little choice but to continue the common practice of polling subject matter experts for their opinions on how various programs are performing.

Expectations and Preconceived Notions of Assessment

A final challenge faced by security cooperation assessment stems from the expectations and preconceived notions of many stakeholders. There are many different views about what assessment is or should be. Virtually all Air Force officers and senior civilians have some experience with assessment, but it usually is a limited slice of what is possible under the broad tent offered by evaluation research. A narrow preconception that assessment is only one type of analysis or data collection can be limiting. Further, the idea that assessment adds limited value or that it is required merely to satisfy curiosity rather than to inform essential decisions can lead to superficial evaluations or create resistance to assessment proposals.

In fact, assessment is many different things from many different perspectives. Virtually all of these perspectives—provided they pertain to decisionmaking—can be captured in the hierarchy of evaluation, as discussed above.

Key Elements of the Assessment Framework

The remainder of this chapter focuses on ways to overcome at least some of the challenges described above by describing a program-focused security cooperation assessment framework, and illustrating how to employ such a framework.

RAND's assessment framework contains five key elements:

- strategic guidance
- programs
- authorities (including directives and instructions)
- stakeholders
- levels of assessment that are linked with a discussion of assessment indicators (inputs, outputs, and outcomes).

Strategic guidance, programs, and authorities were discussed in Chapters One and Two. However, stakeholders and the levels of assessment have not yet been introduced, so they are described in the following sections.

Stakeholders

Stakeholders are those organizations or persons that have a role in planning, resourcing, or executing the various security cooperation programs. Stakeholders generally face decisions over a range of security cooperation program considerations, including the need for the program in the first place, the appropriateness of its design and theory, the value of the program's outputs and outcomes, and even the program's cost-effectiveness. Some stakeholders are concerned with program design; others establish program objectives. Still others concentrate on implementing the program and controlling its resources.

Take, for example, the OET program managed by the Director of Operational Planning, Policy and Strategy, Deputy Chief of Staff for Operations, Plans and Requirements, Headquarters U.S. Air Force (HAF/A5X), and specifically by Air Staff Regional Affairs Division (AF/A5XX). The Air Force as an institution manages this program, meaning that it sets the program objectives and controls the resources expended. However, many other key stakeholders are also attached to this program. In the case of USAF OETs with the United Kingdom's Royal Air Force, USAFE (EUCOM's component command) would have an interest in the topics discussed, as would SAF/IA. Depending on the topic, other USAF organizations may be considered a stakeholder—Air Combat Command or Air Mobility Command, for example. At a higher level, OSD and the Joint Staff are also stakeholders as the overseers of DoD's security cooperation strategy and policy.

Arguably, all Air Force senior leaders share some stake in security cooperation program performance either because they exercise direct authority over the programs and are responsible for some aspect of program performance or because they must balance demand for Air Force resources between security cooperation and other Air Force core missions, such as generating air power in support of the United States' security needs. That said, some stakeholders stand out when it comes to managing security cooperation.

DoD security cooperation is complex; as a result of this complexity, the roles that stakeholders play are not necessarily constant. The roles change according to the individual security cooperation program. Consider this example: the Air Force Security Assistance Training

Squadron (AFSAT) is a primary stakeholder in any program that involves delivering training to a partner, and USAFE is a secondary stakeholder when the training is distributed to partner air forces within the EUCOM area of responsibility (AOR). However, if the training does not involve partners from within the EUCOM AOR, then USAFE is no longer a stakeholder. Conversely, if the program in question delivers equipment but not training, then AFSAT is no longer a stakeholder of any kind, whereas USAFE may become a primary stakeholder if the equipment transfer affects its equities with partner air forces in the EUCOM AOR.

Nor are all stakeholders members of the Air Force. As described above, OSD, the Joint Staff, and combatant commands can be significant stakeholders. Moreover, the State Department's Bureau of Political Military Affairs, DSCA, and the partner countries themselves are considerable stakeholders in other programs not managed by the USAF, as discussed in the next section. Their equities in security cooperation may cause them to evaluate security cooperation programs differently or to value some programs more than others.

Moreover, partner forces and security establishments are also significant stakeholders and excellent sources of data. Although they are obviously an essential component of security cooperation process, partners fall into a different category of stakeholder than U.S. government agencies, since their security cooperation requirements may not fully align with U.S. government strategy. Also, partners cannot be tasked to provide information on the performance or effectiveness of U.S.-managed security cooperation programs. Air Force security cooperation program assessments at any level cannot be considered well-informed without obtaining the perspectives of the partners involved in and/or affected by the programs under evaluation. This can be accomplished directly by Air Force stakeholders or indirectly through non–Air Force stakeholders, such as geographic COCOM officials or military representatives on U.S. embassy country teams.

Levels of Assessment: The Hierarchy of Evaluation

Given the explicit focus on assessment for decisionmaking that comes from evaluation research and the necessity of connecting stakeholders and their decisional needs with specific types of assessment, the Air Force needs a unifying framework to facilitate that matching process. To fill this need, we present in Figure 3.1 "the hierarchy of evaluation" developed by evaluation researchers Peter Rossi, Mark Lipsey, and Howard Freeman.[3] The RAND team found this to be the most useful model of those surveyed in the literature. The hierarchy divides all potential evaluations and assessments into five nested levels. Each higher level is predicated on success at a lower level. For example, positive assessments of cost-effectiveness (the highest level) are only possible if supported by positive assessments at all other levels. Further details appear below in the subsection "Hierarchy and Nesting."

Level 1: Assessment of Need for the Program. Level 1, the foundation of the hierarchy, is the assessment of the need for the program or activity. This is where evaluation connects most explicitly with target ends or goals. Evaluation at this level focuses on the problem to be solved or goal to be met, the population to be served, and the kinds of services that might contribute to a solution.[4] Research questions could include:

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[3] Peter H. Rossi, Mark W. Lipsey, and Howard E. Freeman, *Evaluation: A Systematic Approach*, Thousand Oaks, Calif.: SAGE Publications, 7th Edition, 2004.

[4] Rossi, Lipsey, and Freeman, 2004, p. 76.

Figure 3.1
The Hierarchy of Evaluation
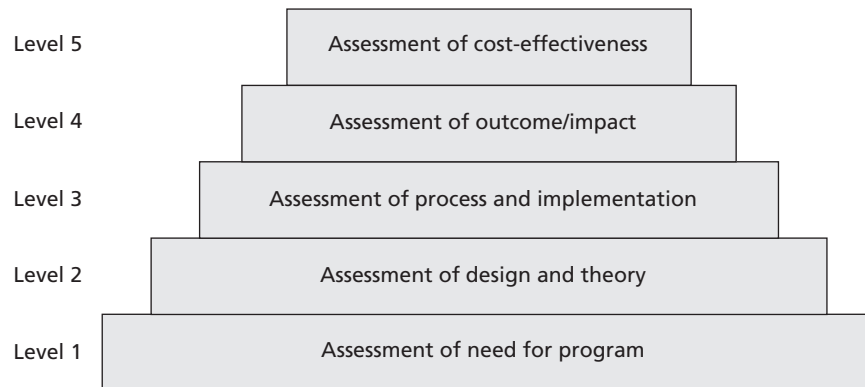
Level 5	Assessment of cost-effectiveness
Level 4	Assessment of outcome/impact
Level 3	Assessment of process and implementation
Level 2	Assessment of design and theory
Level 1	Assessment of need for program

SOURCE: Adapted from Exhibit 3-C in Rossi, Lipsey, and Freeman, 2004. Used with permission.
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- What are the nature and magnitudes of the problems to be addressed?
- To what audience, population, or targets does the need apply?
- What kinds of services or activities are needed to address those problems?
- What existing programs or activities contribute to meeting this goal or mitigating this problem?
- What are the goals and objectives to be met through policy or program?

Evaluation of public policy often skips the needs-assessment level because stakeholders assume the need to be wholly obvious. This is true not only in public policy but also in DoD and the Air Force. When such a need is genuinely obvious or the policy assumptions are good, this is not problematic. When need is not obvious or goals are not well-articulated, troubles starting at Level 1 in the evaluation hierarchy can complicate assessment at each higher level.

Level 2: Assessment of Design and Theory. The assessment of concept, design, and theory is the second level in the hierarchy. Once a needs assessment establishes that there is a problem or policy goal to pursue as well as the intended objectives of the policy, different solutions can be considered. *This is where theory connects ways to ends.*

Assessment at this level focuses on the design of a policy or program. Analyses of alternatives are generally evaluations at this level. Research questions might include the following:

- What types of program are appropriate to meet the need?
- What specific services should be provided, in what quantity, and for how long?
- How can these services best be delivered?
- What outputs need to be produced?
- How should the program or policy be organized and managed?
- What resources will be required for the program or policy?
- Is the theory specifying certain services as solutions to the target problem sound?

Most of the evaluation questions at this level are based on theory or on previous experience with similar programs or activities. This is a critical level in the hierarchy. If program

design is based on poor theory, then perfect execution (of the ways) may still not bring desired results (the ends). Similarly, if theory does not actually connect the ways with the ends, the program may accomplish objectives other than those it was intended to. Unfortunately, this level of evaluation also is often skipped or completed minimally and based on unfounded assumptions, as we discuss in the next section.

Once a program is under way, design and theory can be assessed firsthand. For an ongoing program, assessment questions at this level could include the following:

- Are the services being provided adequate in duration and quantity?
- Is the frequency with which services are provided adequate?
- Are resources sufficient for the desired execution?

Note that assessments at this level are not about execution (e.g., "are the services being provided as designed?"). Such questions are asked at the next level, Level 3. Design and theory assessments (Level 2) seek to confirm that what was *planned* is adequate to achieve the desired objectives.

Level 3: Assessment of Process and Implementation. Level 3 in the hierarchy of evaluation focuses on program operations and the execution of the elements prescribed by the theory and design at Level 2. A program can be perfectly executed but still not achieve its goals if the design was inadequate. Conversely, poor execution can foil the most brilliant design. For example, a well-designed series of military-to-military interactions could fail to achieve desired results if executing personnel did not show up or were late or surly.

Assessment at this level should be periodic and ongoing. Just because a program's process goals are being met at one time does not necessarily mean they will always be in the future. In addition to measuring process, Level 3 evaluations include outputs, the countable deliverables of a program. Possible research questions at Level 3 include the following:

- Were necessary resources made available?
- Are the intended services being delivered as designed?
- Are process and administrative objectives being met?
- Is the program being managed well?
- Are service recipients satisfied with their service?
- Were regulations followed?
- Are program resources being used/consumed as intended?

Level 4: Assessment of Outcomes. Level 4 is near the top of the evaluation hierarchy and concerns outcomes and impact. At this level, outputs are translated into outcomes, a level of performance, or achievement. Put another way, *outputs* are the products of program activities whereas *outcomes* are the changes resulting from the projects. This is the first level of assessment at which solutions to the problem that originally motivated the program can be seen. Research questions at Level 4 could include the following:

- Do the services provided have beneficial effects on the recipients?
- Do the services provided have the intended effects on the recipients?
- Are program objectives and goals being achieved?
- Is the problem at which the program or activity is targeted improving?

Level 5: Assessment of Cost-Effectiveness. The assessment of cost-effectiveness sits at the top of the evaluation hierarchy, at Level 5. Only when desired outcomes are at least partially observed can efforts be made to assess their cost-effectiveness.

Evaluations at this level are often most attractive in bottom-line terms but depend heavily on lower levels of evaluation. It can be complicated to measure cost-effectiveness in situations with unclear resource flows or where exogenous factors significantly affect outcomes. As the highest level of evaluation, this assessment depends on the lower levels and can provide feedback inputs for policy decisions primarily based on the lower levels. For example, if target levels of cost efficiency are not being met, cost data (Level 5) in conjunction with process data (Level 3) can be used to streamline the process or otherwise selectively reduce costs. Possible Level 5 research questions include the following:

- How efficient is resource expenditure versus outcome realized?
- Is the cost reasonable relative to the magnitude of benefits?
- Could alternative approaches yield comparable benefit at lower cost?

Hierarchy and Nesting

This framework is a hierarchy because the levels nest within each other; solutions to problems observed at higher levels of assessment often lie at levels below. If the desired outcomes (Level 4) are achieved at the desired levels of cost-effectiveness (Level 5), then lower levels of evaluation are irrelevant. But what happens when they are not?

When desired high-level outcomes are *not* achieved, information from the lower levels of assessment needs to be available to be examined. For example, if a program is not realizing target outcomes, is it because the process is not being executed as designed (Level 3) or because the program was not designed well (Level 2)? Evaluators have problems when an assessment scheme does not include evaluations at a sufficiently low level to inform effective policy decisions and diagnose problems when the program does not perform as intended. It is acceptable to "assume away" the lowest levels of evaluation only if the assumptions prove correct. However, when assumptions are questionable, the best risk avoidance strategy is to do assessments at Levels 1 and 2 rather than to launch a program that will fail at Levels 4 and 5 because the critical levels simply will not support overall targets. According to Rossi, Lipsey, and Freeman, programs that fail generally do so because of problems at Level 2 (theory failure) or Level 3 (implementation failure).[5] Good program implementation only works if the underlying program design works.

Generic Security Cooperation Assessment Questions and Data Requirements

As discussed above, each level of the evaluation hierarchy implies a set of generic security cooperation assessment questions, the answers to which will vary depending upon the program's nature, the authorities of the stakeholders, and so forth.

Since programs are the unit for analysis, we will need a mechanism that can produce program-level answers to our security generic cooperation questions. In particular, we will want to aggregate individual assessments from individual program events and activities over time—perhaps several years—to produce program-level, time-series insights about the pro-

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[5] Rossi, Lipsey, and Freeman, p. 78.

gram's performance. Time-series data are expected to reveal trends that will allow the Air Force to determine whether the trajectory of individual security cooperation programs and the trajectory of the relationship with the partner countries are consistent with each other (e.g., generally positive, stable, or generally negative).

Assessments like these can prove complicated. The supported organizations conducting the assessment have an obligation to develop a careful assessment design and to continue along this course; the supporting organizations have an obligation to archive the essential data to fuel the assessment. They should pay attention to data-counting rules: individual attendees versus whole classes; hours of events versus days of events; comparable activities, etc., so that assessments across several years employ consistent metrics.

Table 3.1 lists the generic security cooperation assessment questions and the types of supporting data that should be maintained to answer them. These questions suggest the general classes of questions a supported (assessing) organization would have to ask at each level of the hierarchy of evaluation. The questions could be modified to satisfy the specific information needs of the assessing organization and the specific program. It is essential for the assessing organization to ask questions whose answers will support decisions related to the program in question.

Implementing Security Cooperation Assessments

Authorities

Legal authorities for conducting security cooperation set forth in Titles 10 and 22 of the U.S. Code establish the principal divisions of labor between the Departments of State and Defense. Title 10, especially, gives DoD considerable leeway on how to manage the programs within its domain. Strategy and planning documents, such as the GEF, describe the ends, ways, and means of security cooperation for DoD. However, they do not say much about program execution, including assessment.[6] Many security cooperation programs have accompanying directives or operating instructions that specify the program's objectives, how resources are allotted and expended, and the various stakeholder responsibilities. A review of those directives and instructions, depending on how detailed they are, can, in most cases, make assigning assessment roles fairly straightforward. However, not all programs have associated directives or operating instructions. Many programs, such as the Warsaw Initiative, are governed only by broad Title 10 guidance, specifically, 10 U.S.C. 1051 and 10 U.S.C. 168.[7] In the absence of more specific directives or instructions, the use of broad selection criteria can be helpful in thinking through the appropriate assessment roles of each of the stakeholders.

The Air Force plays roles in three general categories of security cooperation programs. The first category represents those Title 10 programs that the Air Force manages—programs like the aforementioned OETs, among others. The second category contains Title 10 programs managed by organizations other than the Air Force. DoD-controlled programs offer useful examples of this category, including the Logistics Support for Allied Forces Participating in

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[6] For example, the 2008 GEF requires the services to provide output-oriented assessments of the programs they conduct in support of the COCOMs. But the GEF does not provide the details on how these programs should be assessed over time.

[7] U.S. Department of Defense, Office of the Inspector General, *Joint Warfighting and Readiness, DoD Execution of the Warsaw Initiative Program* (D-2005-085), July 1, 2005.

Table 3.1
Generic Security Cooperation Assessment Questions and Supporting Data

Questions	Supporting Data
Level 1: Need for the Program	
Is demand for the program growing, steady, or shrinking?	Records of demand over time: requests to participate, letters of agreement, letters of intent, etc.
Among all USAF programs, where does this one rank?	Knowledge of overall USAF security cooperation programs and the priority attached to each
If USAF faces budget cuts, is this program a bill-payer or a priority for protection?	Knowledge of overall USAF programs and the priority attached to each
Are there other programs that produce the same benefits with the same partners?	Knowledge of overall USAF programs, their participants and benefits
If so, what are the two programs' relative cost-effectiveness?	Cost-benefit/cost-effectiveness data for all USAF programs
Level 2: Design and Theory	
Does logic lead us to expect that, given the inputs to the program, we should expect the outputs claimed for the program?	Security cooperation guidance, program documentation describing goals, and expected contributions of program outputs
Do assumptions linking program performance to security cooperation focus areas appear logical?	Program documentation describing goals and expected contributions of program outputs
Do the claimed associations between security cooperation focus areas and regional/functional end states seem logically consistent?	Program documentation describing goals and expected contributions of program outputs; knowledge of relevant end states
Has the program produced desired outputs or outcomes in the past?	Past performance data for the program
Level 3: Process and Implementation	
Is the program resourced sufficiently to perform its functions and activities relative to demand for them?	Demand data, resource data (personnel, materiel, funding)
Does the program meet deadlines, fill quotas, and otherwise satisfy performance and administrative standards?	Records of administrative and operational performance, attendees, participants, numbers of graduates
Does the program observe restrictions and prohibitions with respect to technology transfers, spending constraints, and prohibitions associated with program-element money?	Export/transfer authority documentation, financial records
Is program execution conducted so as to foster positive impressions of it among its participants?	Exit surveys of participants collected over time to support time-series analysis
Level 4: Outcome/Impact of Program	
Do participants leave with more skill/capacity than they arrived with?	Entry and exit testing collected over time to support time-series analysis
Is partner capability in the program's areas growing, stable, or declining?	Time-series data on partner capabilities
Level 5: Cost-Effectiveness	
What is the cost per unit of output?	Cost data, data on units of output
How do cost-effectiveness data compare to other security cooperation programs?	Cost-effectiveness data on other security cooperation programs
What is return on investment (ROI) for the program?	ROI data
How does ROI compare to other USAF programs?	Cost data for all USAF programs
Do any other USAF programs produce the same outputs for less cost?	Detailed cost-process information
What can be done to reduce cost per unit of output?	Detailed cost-process data

Combined Operations (Global Lift and Sustain). The Air Force is clearly involved—it supplies the lift—but the Secretary of Defense makes the decisions, specifically, the determination that "the support is essential to the success of the combined operation and without it, the foreign military forces would be unable to participate in the combined operation," with the concurrence of the Secretary of State.[8]

The third category of programs is found under Title 22 in the realm of security assistance, where the Air Force administers and executes specific activities while seeking to provide oversight and influence policy but where the primary stakeholders reside in the DSCA, OSD, and DoS.[9] Foreign military sales cases, including the F-16 sale to Chile and the Canadian C-17 support case, are examples of this category.

Air Force–Managed Title 10 Security Cooperation Programs

For programs entirely under the Air Force's authority, assessments across the entire hierarchy of evaluation are possible. The Air Force should assess only when it can make decisions about the program. In other words, the rationale for conducting assessments of security cooperation programs is to provide information that will support Air Force decisionmaking:

- Does the Air Force need the program? Does it fill a niche or gap?
- Is the program's design and theory consistent with the expectations for security cooperation programs generally as described in Chapter Two?
- Is the program operated in a way that is consistent with its authorizing and managing directives, regulations, and instructions?
- Are the program's outcomes and impacts consistent with our expectations?
- Is the program cost-effective?

Non–Air Force–Managed Title 10 Security Cooperation Programs

Within this class of programs, the Air Force faces no decisions with regard to the need for the program or the quality of its design and theory, but other stakeholders do, typically those in OSD and the combatant commands. Others—the primary principal stakeholders for these programs—will probably have responsibilities for the cost-effectiveness of the programs and thus the cost-effectiveness assessments. Air Force involvement is likely to center on assessment of the process and implementation (e.g., are the instructions being followed?) and on outcome (e.g., what percentage of participants graduated from a course?).

Title 22 Security Assistance Programs

This category of programs can also be subject to the full scope of assessments. Again, however, the Air Force's role will be limited because other stakeholders hold the authority to make high-level decisions about the need for the program and the fit of its design and theory. Therefore, those stakeholders also conduct the assessments to support those decisions.

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[8] See National Defense Authorization Act for FY 2007, 10 U.S.C., Section 127c; Department of Defense Emergency Supplemental Appropriations to Address Hurricanes in the Gulf of Mexico and Pandemic Influenza Act, Public Law (P.L.) 109-148, 2006.

[9] See Arms Export Control Act, 22 U.S.C. 39, Sections 2761, 2762, 2763, and 2769.

Assessment Functions

In general, there are four functional assessment roles that the Air Force, other DoD, and State Department organizations perform with respect to security cooperation programs. In some cases, these functions are clearly spelled out in government policy directives and program instructions. In other cases, they must be inferred by taking into account the character of the organization and the extent of its de jure and de facto decisionmaking authority. The following are proposed definitions for the four stakeholder assessment functions:

- **Data Collector.** Responsible for collecting and aggregating data for a particular kind of programmatic assessment from internal and external sources, according to standards set by the assessor organization.
- **Assessor.** Responsible for setting data collection standards for a particular kind of programmatic assessment and for evaluating programs using methods suitable for the types of assessment it performs.
- **Reviewer.** Responsible for helping assessors develop data collection standards and evaluation methods appropriate for the kind of assessment for which they are responsible, as well as for conducting periodic inspections or audits to ensure that program assessments are being properly executed.
- **Integrator.** Responsible for organizing and synthesizing programmatic assessments to meet OSD and Air Force requirements for the GEF; the AFGPS; the Capabilities Portfolio Management System; and the planning, programming, budgeting, and evaluation process.

These roles are intended to help guide assessment behavior, not to restrict the range of assessment assignments that a particular organization is allowed to undertake. In many cases, if existing instructions and directives for a given program do not exist or do not clearly define stakeholder roles and responsibilities assigning specific responsibilities to particular organizations, it will be necessary to look beyond relevant laws, policies, and regulations. In particular, it is important that Air Force officials pay close attention to an organization's *capabilities,* especially its resources, expertise, proximity, and opportunity—as well as to its *objectivity*—i.e., the extent of its interest in specific assessment results, thus moving away from the current, largely ad hoc self-assessment approach.

In assigning stakeholder assessment roles, there are some key principles:

- Delineate assessment responsibilities across several stakeholders to account for different levels of organizational authority and expertise and to inject as much objectivity into the process as possible.
- Identify a single organization with a close connection to the program at hand to be ultimately responsible for gathering and collating assessment data, even though data collection will often involve a number of individuals and organizations from different parts of DoD (and even from outside).
- Recognize that, in some cases, the data collector and the assessor will be the same individual; more likely, these positions will be held by persons within the same organization.
- Ensure that the assessor and the reviewer are not the same person; although they may be within the same organization, this is not ideal.

- Ensure that reviewers, especially, and integrators pay careful attention to which data are collected and which attributes are selected as outputs and outcomes lest attributes be designed to fit what the program has done, not necessarily the program's goals.
- Maintain strong linkages between integrators and program stakeholders to develop as much standardization as possible and clarity on best practices in security cooperation assessment.
- Develop mechanisms for integrators to store assessment information (so that it is available to as wide a group of program stakeholders as possible) and synthesize the information for various decisionmaking purposes.

Conclusion

The chapter has presented a framework for USAF planners to consider in the context of security cooperation assessments. The business of assessments is not new to the Air Force, but the business of assessing security cooperation programs in a comprehensive way is relatively new. While there are certainly challenges to implementation as discussed above, initial steps can be taken to get started. For example, developing measurable goals and objectives and corresponding indicators for programs and their activities is relatively straightforward. Assigning specific assessment roles and responsibilities to stakeholders, particularly at the data collection and assessment levels, is also not terribly difficult in most cases, especially if the USAF manages the program. The involvement of outside organizations in the assessment process will take more time. It is important to reiterate that stakeholders conduct assessments to inform decisionmaking. Enabling informed decisions about whether to continue, to alter in some way, or to cut an existing program is the *primary* benefit of doing security cooperation assessments.

The next chapter provides an illustrative vignette to demonstrate how this analytical construct may be used in a situation that requires a security cooperation plan. The vignette, together with the program pages in Appendix A, offers the security cooperation planner a primer for selecting partners, programs, and activities.

The Vignette: Applying the Programs

This chapter offers a fictitious security cooperation planning vignette as a way to illustrate the process described in Chapters Two and Three. In a step-by-step manner, it examines the factors that an Air Force security cooperation planner might consider in response to a specific scenario. The scenario is, of course, notional, but we have attempted to provide realistic elements, illustrating as many aspects of this primer as are practical. We first present a brief description of the scenario and how it relates to the combatant commander's overall operational objective. Then we explore the important connection between the operational contingency planner and the security cooperation planner. Proceeding from the perspective of a security cooperation planner at the air component command, we step through the planning process using the analytical planning construct described in Chapter Two. Next, we illustrate how the analytical construct may be applied to determine which potential partners are best suited for a particular objective. Finally, the chapter illustrates the use of the Primer program pages (see Appendix A), developing a list of potential programs based on security cooperation purposes and activities.

Combating Illicit Trafficking and Piracy: A Security Cooperation Planning Scenario

The scenario begins with the U.S. response to illicit trafficking activities (i.e., small arms/light weapons, drugs, and WMD-related materials) in a fictitious, heavily transited maritime chokepoint. The activities threaten to destabilize a combatant commander's area of responsibility. As a result, the combatant commander has been tasked to develop plans to counter these activities. In response to the tasking, the combatant commander has directed his staff to develop a plan with the objective of countering the illicit trafficking and piracy in and around the maritime chokepoint by conducting interdiction operations in the vicinity of the strait.

The strait, depicted in Figure 4.1, is approximately seven miles wide and leads into a gulf that provides access to a major transit canal. The four countries of potential relevance in this scenario are referred to as Alphaland, Bravolia, Charliestan, and The Delta Republic. It is notable that Charliestan is lacking an airbase in the region.

As part of the planning process, the air component command's contingency planners have determined that the best air contribution to the COCOM plan will be to provide a persistent ISR capability in the affected area. The planners have determined that, from an operational standpoint, the ideal course of action would be a mix of fixed-site surveillance radars and remotely piloted aircraft (RPA) equipped with reconnaissance sensors.

Figure 4.1
Potential Security Cooperation Partners
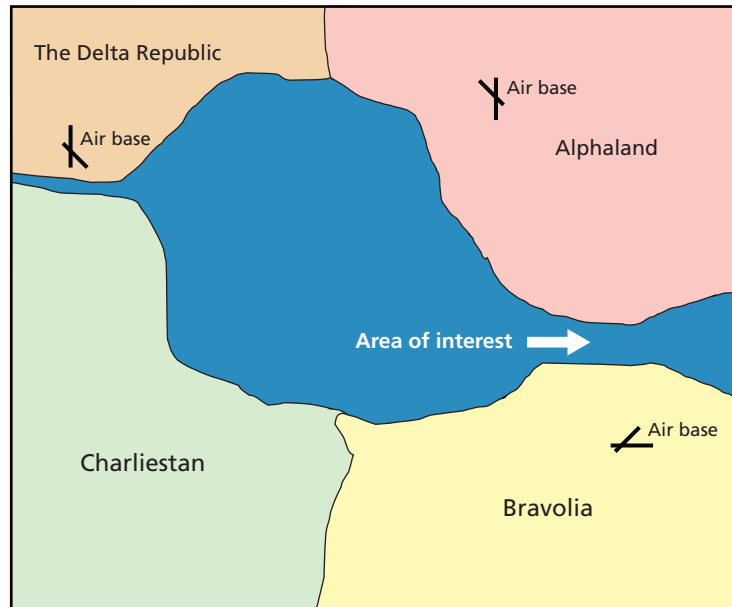
There are, however, significant shortfalls that will limit the command's ability to carry this activity. First, although one airfield is currently being used by the air component command as an RPA and theater mobility base in Alphaland, its capacity will not be sufficient to support the additional aircraft. There are currently no U.S. air base facilities in any of the other three countries. Moreover, no fixed radar sites are being operated by either the United States or any of the four countries in the region. South Echo, a traditional U.S. ally, has offered to provide surveillance radars and associated equipment, but no decision has been made as to where they will be deployed.

Because of the shortfalls in airfield capacity and operational radar systems, the air component commander has asked for an assessment of the potential for working with partners in the region to achieve the objective. Specifically, she has asked that Alphaland, Bravolia, Charliestan, and The Delta Republic be considered as potential partners for access to airfield space and radar basing. While no suitable airfields exist in Charliestan, Bravolia and The Delta Republic offer possibilities for bedding down the RPAs. Because of the proximity of Alphaland and Bravolia to the strait, they would be the most ideal locations for the radars. The radar coverage from Charliestan or The Delta Republic would be somewhat less effective.

Applying the Analytic Construct

Using the scenario as the context, it is possible to apply the eight steps of the analytical construct described in Chapter Two. The construct is presented again in Figure 4.2 for reference. We proceed through the steps in the following sections, explaining how they can be applied to our maritime security scenario.

**Figure 4.2
The Eight-Step Analytic Construct**
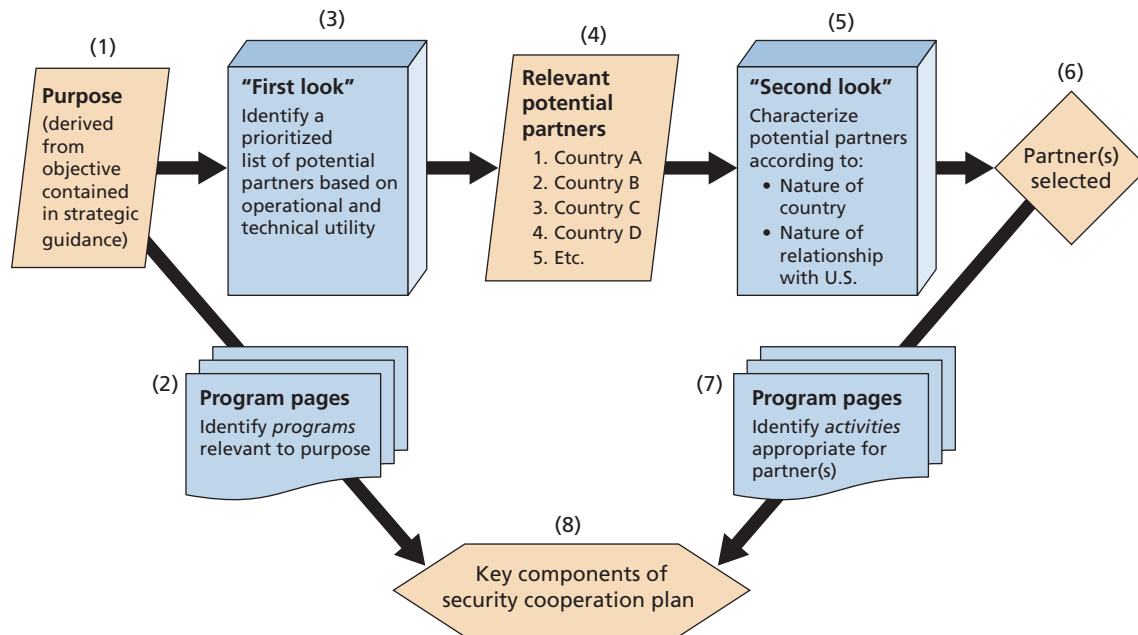
RAND *TR974-4.2*

Identifying Objectives and Purposes

The security cooperation planner should first identify the security cooperation purposes that support the desired strategic objective. The list of possible security cooperation purposes presented in Chapter Two is shown again here. This list represents the first step in the analytic process: determining the objective and purpose.

Counterterrorism	Interoperability
Counternarcotics	Humanitarian assistance
Counter-WMD	Defense institution building
Law enforcement	Missile defense
Border security	Port security
Disaster relief	Health
Research and development	Coalition operations
Maritime security	Demining
Intelligence, surveillance, and reconnaissance	Counterinsurgency
Peacekeeping	Counter-threat finance
Stabilization and reconstruction	Aviation expertise
Cyber security	

Based on the objective—countering illicit trafficking and piracy in and around the maritime chokepoint—the list offers several other potential purposes. In addition to maritime security, many programs are available that are designed to counter illicit trafficking: maritime security, counternarcotics, and counter-WMD. Additionally, programs aimed at counterterrorism may also be used for this purpose.

Identifying Potential Security Cooperation Programs

Planners have at their disposal a large number of programs designed for different types of purposes and partners. Information about each available security cooperation program is summarized in Appendix A in the program pages. Some of these programs are widely known while others are less well known; as a result, planners may miss opportunities to utilize them. The program pages are designed to familiarize planners with the wide range of instruments they have at their disposal. When using Appendix A in conjunction with the analytic construct, choosing the most appropriate security cooperation programs is based on the *purpose* of the security cooperation relationship that they wish to build with a given partner.

A review of Appendix A reveals 42 programs that could potentially be used for these purposes. Several of these programs are applicable only to certain countries and may not be appropriate for this scenario. For example, programs such as the Andean Counterdrug Initiative or the Coalition Readiness Support Program may not be available in the region under consideration. A quick look through the 42 programs reveals 16 such programs; assuming that the area of interest for our scenario is outside the scope of these programs, we are now left with 26 potential programs.[1] This is step 2 in the process shown in Figure 4.2. While it is an important insight, in a practical sense it does little to help the security cooperation planner develop a focused security cooperation plan. Indeed, the planner needs to be able to narrow the set of potential programs to a much more manageable number by identifying potential partners and matching specific purposes to them. Repeating step 1 of the analytic process for each potential partner will help us to refine the potential programs in a meaningful way; we will return to this step after first examining the "who and how" steps in the next two sections. Continuing with the prioritization process outlined in Chapter Two, the next section illustrates how the air component command security cooperation planner would apply this process by first gathering the relevant information and then conducting an analysis to determine the "who and how" of meeting the air component commander's request.

Prioritizing Potential Partners: Who to Work With

The planning process demands information; without adequate information regarding objectives, resources, and capabilities, the planner would simply be guessing at proper courses of action. Fortunately, a considerable amount of information should be available to the security cooperation planner. The country prioritization analysis described in Chapter Two provides a reference for the types of data and their sources that the planner might require. Coordination with country and regional desk officers, intelligence officers, and functional subject matter experts is an essential step in filling in any gaps that may exist. Finally, the program pages in Appendix A are a source of information regarding relevant security cooperation program attri-

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[1]   The programs eliminated because they are country- or region-specific include Andean Counterdrug Initiative (ACI); Coalition Readiness Support Program (CRSP); Coalition Solidarity Funds (CSF); Coalition Support Funds (CSF); Cooperative Threat Reduction (CTR) Biological Threat Reduction Project (BTRP); Cooperative Threat Reduction (CTR) Chemical Weapons Destruction (CWD); Cooperative Threat Reduction (CTR) Defense and Military Contacts (DMC) Program; Cooperative Threat Reduction (CTR) Weapons of Mass Destruction-Proliferation Prevention Initiative (WMD-PPI); DoD Support for Counter-Drug Activities of Certain Foreign Governments (Section 1033); Initiative for Proliferation Prevention (IPP) Program; Interdiction of Materials and Radiation Academy (INTERDICT/RADACAD); International Border Interdiction Training; International Counterproliferation Program (ICP); Material, Protection, Control, and Accountability (MPC&A); and Use of Funds for Unified Counterdrug and Counterterrorism Campaign in Colombia (Plan Colombia).

butes and points of contact. In this section, however, the focus is on the information necessary for the country prioritization process, as well as an examination of how this information helps the security cooperation planner identify key elements of the security cooperation plan.

We provide the following to illustrate the types of data that might be considered when prioritizing and planning activities with potential partners. As explained in Chapter Two, countries are prioritized in different ways using different indicators depending on the type of partnership desired. Security cooperation planning, however, goes beyond a straightforward prioritization and requires additional analysis using all available data, in order to develop optimal planning solutions.

As described in Chapter Two, this application of all available data is referred to as the use of both "first look" and "second look" information. The first look information is typically used to prioritize partners for access. In practice, the only limits to the range of data that can be evaluated are the availability and reliability of the data. For this discussion, however, we consider only 11 indicators; each is essential to this scenario. The first six are used in the first look evaluation and relate to the potential partners' operational and technical utility: (1) runway lengths, (2) airfield throughput, (3) contingency basing, (4) permanent basing agreements, (5) operational utility, and (6) vulnerability.[2]

In this illustration, the countries are first prioritized in terms of the specific types of partnerships desired by the air component commander as she attempts to develop a plan that will be responsive to her combatant commander's requirements. Specifically, this scenario calls for one or more posture access partners in order to gain additional airfield space for a limited duration (i.e., limited access) and to permanently deploy the surveillance radars (i.e., general access). For the airfield, this could be either Bravolia or The Delta Republic, since Alphaland has no additional capacity and Charliestan has no airfields. Operationally, we already know that either Alphaland or Bravolia would be the best choice for radar deployment location. With this information in mind, the analysis may be continued using the output from the initial, or "first look" country prioritization process; that output is depicted in Table 4.1 and represents steps 3 and 4 of Figure 4.2.

The goal of the first look is to identify the best potential partners from an operational and technical standpoint. Table 4.2 shows that airfield and radar basing data are relevant to all four potential partners. The goal in this case is to identify the best potential partners from an operational and technical standpoint. One approach to this problem is to look for factors that can discriminate between potential partners. Looking first at the airfield data, we see that there is no difference between Bravolia and The Delta Republic in terms of runway lengths and basing agreements. The Delta Republic, however, has a somewhat better airfield throughput capacity, a potential way to discriminate between the two. Bravolia's airfields on the other hand are less vulnerable than The Delta Republic's, and have greater operational utility. While neither partner is a clear and obvious choice over the other, at the very least the planner has factual data with which to make a decision. In particular, the airfield throughput for Bravolia, although less than that of The Delta Republic, is still considered "medium," a factor that does not automatically eliminate it from consideration. However, with its greater operational utility and lesser vulnerability, The Delta Republic is deemed the top candidate for airfield access.

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[2] This limited consideration of indicators is for the purposes of this illustration only; of course, an actual plan would necessarily consider additional available and relevant data.

Table 4.1
"First Look" Prioritization Data

Indicator	Alphaland	Bravolia	Charliestan	The Delta Republic
Runway lengths	Good	Good	None	Good
Airfield throughput	Low	Medium	None	Good
Contingency basing agreements	Yes	Yes	No	Yes
Permanent basing agreements	Yes	No	No	No
Operational utility (airfield)	High	Med	Low	High
Operational utility (radars)	High	High	Low	Low
Vulnerability	Med	Med	Med	Low

Similarly, looking at the radar basing data, we see that there is essentially no difference between Alphaland and Bravolia when it comes to operational utility and vulnerability. However, although both countries maintain contingency basing agreements with the United States, only Alphaland has a current agreement for permanent basing. This is not necessarily an insurmountable hurdle, but at least from the first look it appears that Alphaland might be the better choice for radar basing.

It is particularly important to recall that only operational and technical factors are considered in the prioritization of countries in the first look. The security cooperation planner, however, must go a step further and consider the relationship and the geopolitical nature of the partner before making any recommendations.

Accordingly, the second look uses additional data, such as data that might be used to prioritize potential partners for employment.[3] These "second look" criteria relate to the potential partners' political-military nature and their relationship with the USAF: (1) contributes to desired U.S. end states, (2) democratic process, (3) stability, (4) coalition/alliance membership, and (5) relationship with the USAF. Table 4.2 summarizes the notional second look data for each of the potential partner countries.

The security cooperation planner has the important task of analyzing these data and making a recommendation as to the best partner, or partners, for developing the required capabilities. In doing so, he or she must consider, for example, the relationship between the United States and the potential partners in order to make a recommendation on where the radars might be best deployed. When all factors are considered holistically, as in Table 4.2, it becomes apparent that the prioritization in Table 4.1 is not sufficient for the planner to make a decision; in other words, just because a country has great airfields does not indicate that it will make an appropriate partner for the United States. In this step, depicted as step 5 in Figure 4.2, the planner considers two additional important aspects: (1) the nature of the country, and (2) the nature of the U.S. relationship with the country.

For example, while The Delta Republic ranked number one as a potential partner for airfield access, a quick examination of the secondary data might give the planner pause: The table shows that The Delta Republic does not contribute to U.S. end states, does not have a

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[3] "Second look" criteria are derived from forthcoming FY11 PAF work on prioritizing partner air forces for building partnerships.

Table 4.2
"Second Look" Prioritization Data

Indicator	Alphaland	Bravolia	Charliestan	The Delta Republic
Contributes to end states	Yes	Yes	No	No
Democratic process	Yes	Limited	Yes	No
Stability	Yes	Low	Low	Low
Coalition/alliance membership	Yes	No	No	No
Relationship with the USAF	Good	Nascent	Good	None

democratic process, and is not stable.[4] Moreover, The Delta Republic does not participate in an alliance or coalition with the United States and does not have a strong relationship with the U.S. Air Force. As such, The Delta Republic would likely be unsuitable as a partner for security cooperation and would not be a likely partner for this mission.

Alternatively, Bravolia, which ranked second as a potential airfield access partner, has a relatively good relationship with the United States and the USAF. The result is that the planner would likely choose Bravolia over The Delta Republic as an appropriate potential partner to work with in order to gain access to the additional airfield space necessary for the mission. This process of selecting partners is depicted in Figure 4.2 as step 6.

Although either Alphaland or Bravolia may be ideal from an operational standpoint, placing radars in either one may prove problematic if they have shortcomings in their relationship with the United States. In this case, the political-military limitations of Bravolia, as well as its less-developed relationship with the USAF, become the deciding factors in choosing to approach Alphaland for radar basing. This process of considering not only the technical and operational characteristics for airfield access, but also the nature of the partner and the nature of its relationship with the USAF, is a critical step in analyzing the data.

In this step, the planner considers *who* to work with for airfield access and radar basing. *How* to work with the partners will be considered next.

The factors used in this vignette are not meant to represent a comprehensive set of data points for analysis; a wealth of information could be available to security cooperation planners as they collaborate with desk officers, intelligence agencies, and other sources. Reviewing additional factors can produce greater insights and add texture and granularity to the analysis. For example, one may wish to consider English language skills. In the case of selecting a radar basing partner, even if Bravolia had a larger number of fluent English-speakers in its military, Alphaland's greater stability and stronger relationship with the USAF might still make it a better partner than Bravolia for the enduring requirements of a general-access radar deployment partnership. A review of past security cooperation efforts might reveal, for example, that Alphaland is also participating in an increasing number of engagement programs such as IMET, suggesting that its relationship with the United States may continue to grow closer. Moreover, the degree to which a potential partner can absorb the associated technical train-

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[4]   For a discussion of potential partner characteristics, see Jennifer D. P. Moroney and Joe Hogler, with Benjamin Bahney, Kim Cragin, David R. Howell, Charlotte Lynch, and S. Rebecca Zimmerman, *Building Partner Capacity to Combat Weapons of Mass Destruction*, Santa Monica, Calif.: RAND Corporation, MG-783-DTRA, 2009.

ing could be considered, as it may limit the ability to provide training on sophisticated radar systems.

At this point it is worth returning to the basic premise of the scenario. The overall objective desired by the COCOM commander is to counter illicit trafficking and piracy in a heavily transited maritime chokepoint. To do this, the combatant command air component is providing persistent ISR through a combination of fixed radar and RPA. Because of capability shortfalls, the air component commander must take measures to improve access in the region to support the increased ISR activity. So far, the planner has determined that Alphaland emerged from the country prioritization process as the best access partner for radar deployment, and that The Delta Republic is best positioned to be an airfield access partner. South Echo, due to its advanced technological capabilities and its history of partnership with the United States in the region, will be asked to supply the radars and potentially assist with the training necessary for Alphaland's air force technicians who will operate and maintain them.

How to Work with Selected Partners

As described above, the air component commander's objectives can best be accomplished by maintaining the existing strong relationship with Alphaland to support the placement of radar and by building a stronger relationship with Bravolia to support airfield access. Working with South Echo to supply the radar equipment serves to maintain an already strong relationship in support of shared regional security interests. Each of these partners, because of their unique qualities, can be expected to contribute uniquely to the overall objective; this means that each country will have one or more unique subobjectives. Because of these factors, each partner demands a unique security cooperation approach. This section examines how the security cooperation planner can use the analytical process to develop these approaches, culminating with the selection of specific programs and activities appropriate to each partner country.

Analyzing the Data to Decide How to Work with Selected Partners

Once the process of selecting potential partners is complete, the planner can return to the selection of security cooperation programs, now armed with an understanding of the types of activities that are most appropriate for each partner. This process of selecting partners is depicted in Figure 4.2 as step 7. To do this, the security cooperation planner refers once more on the first look and second look data, considering the potential partner's relationship with the United States, its extant capabilities, and the past and current security cooperation activities that have been undertaken with the partner. In some cases, the partner nation may already be participating in a suitable cooperation activity, and the planner may simply recommend an increase in the quantity or frequency of an ongoing activity. In other cases, the planner may see an opportunity to pursue a new avenue of cooperation.

The first selection of 26 security cooperation programs described earlier may now be further refined as the security cooperation planner evaluates which types of security cooperation activities are most appropriate for the potential partner(s) under consideration.[5] Table 4.3 shows the list of possible security cooperation activities that could be conducted by these programs.

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[5] Forty-two programs that could potentially be used for counter-illicit trafficking and maritime security minus the 15 country- or region-specific programs.

Table 4.3
Security Cooperation Activities Relative to Partner's Capability and Relationship with the United States

Nascent	Developing	Advanced
Needs/capabilities assessments	Education	Personnel exchanges
Training	Exercises	RDT&E
Conferences, workshops	Equipment	Experimentation
Information exchanges	Construction	Provide air/sealift
Defense/military contacts	Supplies	

Three factors must be taken into account to identify the most relevant security cooperation activities for a given partner:

- the relationship between the United States and this partner
- the partner's current capability
- the security cooperation activities that are ongoing, or were undertaken in the past, with this partner.

These factors are described in the following sections.

Partners' National Relationships with the United States and the USAF

First, the planner must assess the relationship of the potential partners with the United States, and in particular, with the USAF.[6] Consider the evaluation undertaken when selecting potential posture partners for limited airfield access: Bravolia was selected in part because it had a relatively better relationship with the United States than did The Delta Republic. That relationship, however, was characterized as Nascent as opposed to Developing or Advanced.[7] Using this information, the planner can make a determination about the types of security cooperation activities that would be appropriate for Bravolia. Activities that allow countries with a Nascent relationship to know the United States better, to build confidence, and to build the foundation for a collaborative partnership should be the planner's first choice. Such initial activities include, for example, seminars or workshops, information exchanges, and military-to-military contacts, as illustrated in Table 4.3.

Partner Nation Capability and Capacity

An additional consideration is the capability and capacity of the partner nation. In other words, the activities must match the partners' ability to absorb and sustain the assistance. For example,

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[6] See Moroney and Hogler, pp 39.–60, for a discussion of U.S.-partner relationships.

[7] These three rankings—Nascent, Developing, and Advanced—are provided here as an illustrative example of how a planner might subjectively distinguish among the relationships various partner nations may have with the USAF. At the low end, "nascent," one might include partner nations in which little or no prior cooperation exists. On the high end, "advanced," one might include, for example, partners who are North Atlantic Treaty Organization (NATO) allies or major non-NATO allies. This leaves a considerable middle ground for countries whose relationship with the USAF are "good," based, for example, on a moderate level of cooperation or security assistance. Subjective rankings such as these, as opposed to a strict scale for ranking potential partners, afford the planner a great deal of flexibility when considering disparate partners in a wide range of scenarios.

partners categorized as "crawl" should not be expected to participate in combined exercises; i.e., a combined aviation exercise would probably not be an appropriate activity for a partner with Nascent aviation capabilities. Therefore, in addition to the partner nation's relationship with the United States, planners must consider its current capacity and capabilities when identifying potential security cooperation programs. Planners must also bear in mind the ability of the partner to absorb additional materiel, training, or resources. If the planner is not certain of the partner nation's capability and absorptive capacity, he or she should consult with subject matter experts, such as relevant State Department personnel, the partner's defense attaché, or the political-military officers at the relevant embassy or on the COCOM or J-5 staff.

According to the prioritization process described in Chapter Two, the most suitable activities for a given partner are often those corresponding to the lowest level reached in any of these two categories—quality of relationship and capability. If, for instance, a partner country has a Nascent relationship with the USAF and a Developing capability, the United States should consider security cooperation activities in both categories while keeping in mind that it may be appropriate to focus initially on activities corresponding to the Nascent relationship. If a partner country has an Advanced relationship but a Nascent capability, the United States should consider the full range of available activities while again recognizing that the most useful choices may be those that correspond to the Nascent stage. This general rule is illustrated in the matrix shown in Table 4.4.

As specified in the notional scenario, the USAF has a Developing relationship with Alphaland, which has a Developing air force capability, and a Nascent relationship with Bravolia, which has a Developing air force capability. Consequently, the USAF should consider Developing activities with Alphaland that include education, exercises, equipment, construction, and supplies, and it should identify Nascent activities to conduct with Bravolia, including needs/capabilities assessments, training, conferences, workshops, information exchanges, and defense and military contacts.

Each program page in Appendix A, in addition to having a list of purposes for which it may be used, also has a list of associated activities that the program conducts. By searching through the pages for those activities that correspond to the relationship and capabilities of the partner under consideration, the planner can filter the result of his/her earlier search to obtain a shorter list of the most appropriate programs for the desired mission and partner by deleting those programs whose activities are inappropriate for a given stage of relationship development and partner military capacity (see Table 4.4).

The program pages, as described earlier, assist the planner in identifying suitable cooperation tools by providing information about their purposes and activities. The security coopera-

Table 4.4
Types of Security Cooperation Activities Corresponding to Different Levels of Relationships and Capabilities

	Nascent Capability	Developing Capability	Advanced Capability
Nascent relationship	Nascent activities	Nascent activities	Nascent activities
Developing relationship	Nascent activities	Developing activities	Developing activities
Advanced relationship	Nascent activities	Developing activities	Advanced activities

tion planner can simply search through the pages and select the appropriate programs—for example, searching for programs that list "maritime security," "counternarcotics," "counterterrorism," or "counter-WMD" as a purpose. This leaves 42 of the 99 available programs for consideration by the planner as potentially appropriate for Alphaland and Bravolia.

Of the 42 programs for Alphaland and Bravolia identified based on "purposes" alone, an additional narrowing based on eliminating inappropriate country- or region-specific programs leaves us with a pool of 26 potential programs. This group may be narrowed further by selecting those programs with activities appropriate for the level of relationship and capability of the potential partners. This search is summarized in Table 4.5 and is detailed in Appendix B. In the first column, the numbers of security cooperation programs are listed by purpose. As mentioned earlier, many programs can serve multiple purposes, a phenomenon made clear by the multiple combinations many of the programs serve (for example, six programs that can be used for counter-WMD, counternarcotics, or counterterrorism). The programs are then listed by their Nascent or Developing nature in the second and third columns. Advanced activities are not included, since the second look data indicated that those activities are not appropriate for either partner. The second column provides a breakout by Nascent activity, identifying how many programs are available. For example, there are 13 programs with combating WMD as their purpose that conduct activities appropriate for partners with which the United States has nascent relationships. These programs may therefore be appropriate for both Alphaland and Bravolia. Looking further into the table, we can see that there are 12 programs with counterterrorism as their purpose that conduct activities appropriate for partners with which the United States has a developing relationship. These activities may be appropriate for Alphaland but not for Bravolia. Appendix B provides additional detail, such as the specific types of Nascent or Developing activities the various programs conduct.

Table 4.5
Selecting Appropriate Security Cooperation Program

	Total Potential Programs	Programs with Nascent Activities	Programs with Developing Activities
Total available programs	98		
Total programs with appropriate purposes	24	19	21
Counter-WMD programs	6	5	6
Counternarcotics programs	3	3	3
Counterterrorism programs	2	1	2
Counter-WMD/counterterrorism programs	1	1	1
Counternarcotics/counterterrorism	2	2	2
Counter-WMD/counternarcotics/counterterrorism programs	6	6	4
Counter-WMD/counterterrorism/maritime security	1	1	1
Counter-WMD/counternarcotics/counterterrorism/maritime security	2	0	2

Prior Security Cooperation Activities

Finally, the planner should evaluate the partner country's prior security cooperation activities. It may be that certain activities have previously been attempted but were later abandoned, and the planner should take this into consideration when identifying appropriate options. Circumstances that made a particular security cooperation activity unsuitable may have changed, and that activity could merit reconsideration. The security planner may also discover that there is an existing cooperation activity that might usefully be augmented or that provides a benefit comparable to what the planner seeks to accomplish. For example, the planner may be interested in improving a country's ability to monitor port traffic. Rather than submit a new request for funding through the Section 1206 Global Train and Equip Program, the planner may be able to work with colleagues on the country team to expand an existing effort supported by DoS's ATA program.

Once this analysis has been completed, the planner should have a short list of programs to choose from, and these choices may be further narrowed by such considerations as

- applicable program submission deadlines
- cost factors
- geographic limitations on partner nation participation in a given program
- legal restrictions such as the Leahy Amendment[8]
- purpose-specific programs that support only current military operations.

Having undertaken this process of review and refinement, the planner has now developed a short list of promising programs with which to engage Alphaland and Bravolia.

Alphaland: Limited Access Radar Partner

Of the programs suited to the activities and purposes required for basing surveillance radars in Alphaland, 15 can provide equipment; however, many of them do not provide the type of equipment necessary in this scenario, i.e., radars. In fact, only a few programs could actually accomplish this without requiring Alphaland to bear the cost; these include the DoD Global Train and Equip (Section 1206) program and DoS's Export Control and Related Border Security (EXBS) and International Narcotics Control and Law Enforcement (INCLE) programs. Other programs, such as DoE's Second Line of Defense or DHS's Megaports, would not be as flexible in providing the type of equipment required for this scenario and would thus be of little utility.

However, a number of programs could be used to broach the subject with Alphaland, such as by holding discussions during counterpart visits or by conducting conferences or workshops. Some programs may be more appropriate in this regard than others, simply because they are designed to address a wider range of issues. For example, both the Chief of Staff Air Force Counterpart Program (CSAFCP) and the SPP could be used to address counter-WMD, counternarcotics, and counterterrorism.

Still other programs may not be useful in the initial stages of the engagement but might become important later. Programs that provide exercises and training, such as Air Force– Sponsored exercises and competitions, the Chairman of the Joint Chiefs of Staff's (CJCS's)

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[8]   The Leahy Amendment to the National Defense Authorization Act places constraints on assistance to countries that fail to comply with human rights standards.

Exercise Program (CEP), the Developing Country Combined Exercise Program (DCCEP), and DoS's Antiterrorism Assistance (ATA) program, would not necessarily facilitate an agreement to permit the basing of the radars but would certainly further Alphaland's ability to operate and maintain them after their emplacement. The planner should next obtain more information on each of these programs, starting with the point of contact (POC) listed in each program page. Application requirements vary across programs, and some may have submission deadlines, annual funding ceilings, or other restrictions. The planner will have to find the best match or matches based on the particular program requirements and their suitability to deliver the radar systems to Alphaland in a timely manner; to account for any training or construction needs associated with the radar systems and their physical location; and to establish a suitable agreement with Alphaland to help to ensure ongoing cooperation and proper use of the radar systems.

Bravolia: General Access Airfield Partner
Building relationships is an ongoing, multiyear process that requires continued attention from security assistance planners and others who work with partner nations. The purpose of building a relationship with Bravolia is to create the conditions under which Bravolia may advance from Nascent activities to Developing activities and further solidify a positive relationship with the USAF.

As with Alphaland, a number of programs could serve to build the USAF relationship with Bravolia to support the ultimate goal of gaining airfield access. Because almost any security cooperation program has the benefit of building relationships, relationship building is not identified as a specific purpose in the program pages. Yet through the process of searching for purposes that match the initial problem set (i.e., maritime security, trafficking, piracy) and narrowing this list by identifying those activities that are appropriate to a Nascent relationship, the planner is left with several promising USAF, Joint, and Interagency program options. These include the USAF CSAFCP, DoS's IMET, the National Guard SPP, DoD Distinguished Visitors Orientation Tour (DVOT), UE BP Seminars, and USAF OETs.

Because building a relationship takes time, the planner should consider selecting programs that will serve to build a foundation for ongoing engagement that can deepen over the years. Initially, the planner might choose programs that will allow partner nation and U.S. personnel to familiarize themselves with the military cultures, strategic goals, and capabilities of each other. For this purpose, the DVOT and USAF CSAFCP programs might be particularly suitable, as might be the UE BP Seminars. In subsequent years, the planner (or his/her successor) may want to focus on establishing IMET training seats as a basis for future cooperation. Over time, as the relationship matures, additional activities should be added to maintain progress toward the ultimate goal of acquiring both airfield access and a partnership that will facilitate U.S. regional interests.

Charliestan and The Delta Republic
Although Charliestan and The Delta Republic have not been the primary focus of the security planner's efforts, they should not be ignored simply because they did not fit the air component commander's immediate needs for increasing airfield access and improving regional intelligence, surveillance, and reconnaissance (ISR). Having conducted research into programs that might be suitable for Charliestan and The Delta Republic, the planner now probably also has a good idea of programs that might be appropriate vehicles for improving relations

with these countries. Although they are a lower priority, the planner may also wish to involve them in regional conferences, workshops, or other ongoing activities that will serve to further strengthen the U.S. position in the region.

Assessing the Activities

This section explains some ways in which to apply the assessment framework detailed in Chapter Three to the vignette. As explained above, the air component commander's objectives can best be accomplished by maintaining the existing strong relationship with Alphaland, building a stronger relationship with Bravolia to support airfield access, and working with South Echo in support of shared regional security interests. Each partner demands a unique security cooperation approach because they all support different objectives. The illustration for the assessment below focuses on Alphaland and Bravolia.

As specified in the notional scenario, the USAF has a Developing relationship with Alphaland and a Nascent relationship with Bravolia. Consequently, the USAF is employing Developing activities with Alphaland that include education, exercises, equipment, construction, and supplies, and Nascent activities with Bravolia that include needs/capabilities assessments, training, conferences, workshops, information exchanges, and defense and military contacts.

As explained in detail in Chapter Three, the program level is the unit of analysis for security cooperation assessments. Therefore, objectives for each security cooperation program—for each activity in particular, must be known, specific, and measurable. Many programs could be used to broach the subject of providing radars to Alphaland, such as holding discussions during counterpart visits or conducting conferences or workshops. For example, UE BP Seminars would be a useful venue for broaching the topic. The objective of the UE BP Seminars program, per the primer program pages in Appendix A, is "to develop and maintain mutually beneficial relationships with allies and partners through a problem-solving approach in order to explore opportunities for cooperation on a bilateral and multilateral level." Therefore, assessment might focus on the extent to which the Seminar table-top exercise scenarios generated discussions that centered on the establishment of radars for maritime counterterrorism purposes. In the event radars have already been established, the assessment might focus on whether the scenarios focused on the real-time use of those radars in a maritime counterterrorism context.

Moreover, once the decision has been made to install the radars with Alphaland, the Global Train and Equip (1206) program, for example, would be appropriate. Its objective, per Appendix A, is to "provide equipment, supplies, and training to build the capacity of foreign national military forces to conduct counterterrorist operations and participate in or support military and stability operations in which U.S. forces participate." If this program is used to provide the radars and associated training, then the assessment at the program level might focus on whether these radars are operational after several months, and if the officials trained in their use continue to use their newly acquired skills in the manner intended by the United States.

Regarding possible stakeholder assessment roles, a notional arrangement might be for both the Deputy Undersecretary of the Air Force for International Affairs (SAF/IA) and the Air Force Deputy Chief of Staff, Operations (HAF A3/5) to play a role in deciding outcome objectives. HAF A3/5 would also determine the need for the program and control its funding

and, in conjunction with the component commands, would design program activities. Along with codesigning activities, the component commands would also have the task of implementing the program activities.

For Bravolia, which has a Nascent relationship with the United States, the number of appropriate activities is more limited compared to Alphaland. For example, a CSAFCP might be appropriate for broaching the idea of establishing airfield access. Per Appendix A, the objectives of this program are "to build personal relationships and enhance global partnerships, leading to increase interoperability and capacity as well as building trust and confidence between senior leaders; and to provide other nations' air chiefs the opportunity to meet with the USAF senior leaders and discuss matters of mutual interest, including visits to MAJCOMs, headquarters staff, and operational units." Assessment might focus on the extent to which those visits led to the opening up of additional airfields in locations of specific interest to the United States. Stakeholder assessment roles are the same as those described for Alphaland. The UE BP Seminars, as discussed above, would be appropriate, particularly after the decision is made to provide the United States airfield access. The assessment for those seminars might focus on the extent to which the table-top exercise scenarios focus on airfield access issues in an operational maritime counterterrorism context.

Conclusion

By applying the construct, the security cooperation planner can leverage the information in the program pages to narrow the range of potential security cooperation activities to those that best meet the requirements of the strategic objective. The analytic construct and the program pages (Appendix A) are not meant to be prescriptive, but rather to provide a way of thinking through the complex process of identifying and selecting appropriate activities for a given situation. Any number of programs identified through this process may be inappropriate for one reason or another, and the planner will need to consider each program in detail to evaluate its suitability for the situation at hand. Finally, assessment is an important part in understanding the overall effect security cooperation programs and their activities are having on particular countries.

Summary and Recommendations

This report provides information that will enable Air Force planners to understand the programs available to work with partner countries. Specifically, the report provides Air Force planners with an understanding of resources for security cooperation, rules that govern the use of those resources, and application methods via a construct that illustrates how they may be employed. This primer is intended as a guide only; it is not meant to be prescriptive in terms of how the USAF should work with partner countries under all circumstances and conditions.

The premise behind the study is that there is no single place, organization, or database that systematically tracks all of these programs and activities. A plan exists through the Global TSCMIS concept to provide such information, but it has not yet come to fruition. Even when Global TSCMIS is functioning, its content will be limited primarily to DoD-managed programs, whereas other U.S. government civilian agencies' efforts, with the exception of security assistance programs, will be largely absent. In any case, even if USAF planners have these data, they are highly unlikely to be aware of all of the authorities and legalities that govern the use of those resources, let alone know how to apply and sequence them to achieve specific objectives, and assess their effectiveness over time.

Summary

Planning is the cornerstone of USAF security cooperation. This primer and its associated analytical process enable the security cooperation planner to more easily identify key planning elements and incorporate them into effective plans. A document like this one is never definitive nor can it be comprehensive; before the ink is dry, new programs and activities come into play. This report can be an important tool for the security cooperation planner, and accordingly, continually updated and revised versions will ensure that USAF security cooperation planning is effective, timely, and efficient. The eight steps of the analytic process will ensure that the USAF is working with the right partners in the most appropriate ways. From objectives to security cooperation plan, the process identifies actions the planner could take, and offers information about how to take them during the challenging task of developing a security cooperation plan.

This report identifies several issues that should be addressed to help institutionalize the planning, resourcing, assessing, and training processes for security cooperation within the USAF. The recommendations tie directly to those issues. The report is only a starting point for improving these four processes. In order to fully implement these recommendations, it will be critical for senior USAF leadership to embrace the security cooperation mission, and

ensure that steps are taken to ensure airmen are prepared to effectively address their tasks in a broader DoD and U.S. government strategic context. Resources used for security cooperation efforts are complicated. The report provides a way to ease the difficulty by making clear linkages between authorities, funding sources, and programs. Moreover, other, non-funding resources are identified to ensure that the security cooperation planner fully comprehends the relationships between force development activities such as language training for USAF airmen, schoolhouses that provide our airmen with cultural and advisor skills, and those resources that are designed to impart knowledge or provide hardware to foreign partners. Such understanding will enable long-term thinking about resources, and will make clearer to those involved in security cooperation efforts at levels the complexities and nuances of programming, budgeting, and tapping into those resources.

Assessing at the program, country, and activity levels is essential for ensuring that security cooperation efforts are having the intended effect. Using the five levels of the assessment hierarchy, the USAF can gain insight into how it is employing its security cooperation resources and how effective its efforts are.

Finally, for a document such as this to be useful, it must be available and well understood by those who would use it. Security cooperation planners in particular must be fully aware of the programs at their disposal, including those they cannot control, but may be able to leverage. Being aware of the programs is only part of the answer, though. The goal of this document is not to serve as a dictionary or a simple listing of programs and their particulars. Rather, it is intended to capture that information and deliver in a useful way that facilitates a better understanding of the important questions that the security cooperation planner must answer: who to work with, and how to work with them?

To make this a viable role for this primer, several recommendations for further action are offered in the following section.

Recommendations

Planning

The study team has identified four recommendations concerning security cooperation planning for USAF consideration. First, *USAF planners at headquarters Air Force, combatant commands, air component commands and U.S. missions should consider using the analytic primer, particularly Appendix A of this report, as a data source to inform planning and to guide contributions of subject matter experts.* Moreover, this primer should be widely available to planners at all levels, as both a hard copy and a searchable electronic version. This primer may be used to inform USAF-internal workshops, seminars, and tabletop exercises, where possible and appropriate.

Second, *planners should utilize the analytic construct outlined in this report in conjunction with existing planning frameworks to help ensure that programs are employed in an effective way.* Without the analytical construct, the program pages outlined in Appendix A are simply a collection of data, useful in and of themselves, but with no guiding structure for how the programs can be employed. Employing existing planning frameworks mitigates the risk that the planner will overlook important aspects of the security cooperation effort. The analytical construct provides a way for the security cooperation planner to think methodically about the elements of a security cooperation plan in terms of the relationships between the programs, to

specific purposes, and to specific countries with which it may be desirable to conduct security cooperation activities.

Third, *the USAF should ensure subject matter experts are included in any discussion of planning, using this construct.* The study team would like to emphasize the need to consult subject matter experts beyond the USAF, in Washington at the headquarters level (e.g., DoD and other Interagency officials) and in-country at U.S. embassies in an effort to reduce duplication of effort or repetition of something unsuitable.

Fourth, *the USAF should endeavor to update the list of programs described in Appendix A on an annual basis*, if possible, to ensure the material remains current and relevant to Air Force security cooperation planners and programmers. This should not require much time and effort, as in any given year there are an average of five to ten new security cooperation activities across the Interagency.

Resourcing

The study team has identified four recommendations impacting resourcing. First, *Air Force planners should consult Appendix A of this report on the types of programs available, but should get in touch with the points of contact (POCs) directly to obtain current funding data, which tend to change frequently.* The USAF should consider updating Appendix A to include program element information and program funding information, or at least an average level across the five-year defense plan. The POCs identified in the program pages would be a good starting point to gather this information.

Second, *Air Force planners should consider using the primer to inform resource decisionmaking and consult Appendix A for funding source information.*

Third, *Air Force planners should consider the sustainability of the particular programs under question, and ensure that those programs are sufficiently resourced to fulfill the security planner's objective.* Some programs are one-year monies, some are multi-year. Some are tied to other programs to ensure sustainability, and some are operating more or less autonomously. If the planner has an ambitious program in mind, he or she should consider what will be needed to maintain an appropriate level of resources over the years. Planner should plan creatively, leveraging existing resources wherever possible.

Fourth, *USAF planner should consider resourcing in a broad context.* It is important to note that resourcing for security cooperation programs and activities requires more than funding. Funding is certainly a key enabler, but the resourcing context should be broader from a planning perspective. Many different types of resources, including doctrine, funding, personnel, organizations, materiel, and training, are dispersed broadly throughout DoD and the U.S. government.

Assessing

The study team has identified four recommendations. First, *USAF planners should seek to implement and utilize the assessment framework described in Chapter Four, or at least elements of it that are applicable to informing decisionmaking.* Planners should not stop with good planning and resourcing practices, as described above. Properly structured security cooperation assessments are the only way to ensure that planners, programmers, commanders, and policymakers know what is working and what is not.

Second, *planners must ensure that any assessments conducted are design to directly inform pending decisions.* Assessments are fundamentally action-oriented, and, as pointed out in Chap-

ter Four, are conducted to determine the value, worth, or impact of a policy, program, proposal, practice, design, or service with a view toward making change decisions about that program or program element in the future. Assessment results should be used to support decisions to adjust, expand, contract, or terminate a program, as well as how to improve management and execution of a program. Assessment results can be used to directly inform decisions regarding resource allocation internal to the USAF, and arguments to outside organizations for increases or decreases in security cooperation funding.

Third, *planners should use the assessment hierarchy and the related questions to help guide assessment discussions with subject matter experts in the field, at MAJCOMs/NAFs, and at the headquarters levels.* The assessment questions in this report can be a starting point, but they should be updated as necessary. Going through the effort to update the questions can help to train planners and make them more involved and possibly more committed to the security cooperation assessment process as a whole.

Fourth, *planners at the USAF headquarters level, or at least at the program management level, should consider assigning assessment stakeholder responsibilities (e.g., data collector, assessor, integrator, reviewer) in the plan, and should discuss implications and responsibilities with each stakeholder affected.* Such a discussion would be appropriate at the annual USAF security cooperation and building partnership conferences, perhaps in a breakout session led by the program managers themselves. Stakeholder roles should be initially assigned within the programs that are directly managed by the USAF, rather than by OSD, the COCOMs, State Department, or other entities.

Training

The study team has identified four recommendations. First, *the USAF should consider using this primer as a textbook in select USAF and Joint schoolhouses* such as the Air Advisory Academy, the AF Special Operations Building Partnership course, at various Air University Courses, and as part of the IAS development program. It can also be used in Joint training programs, such as at the DISAM.

Second, *senior USAF leadership should consider providing this primer as a handbook for USAF planners and programmers already on the job* at the headquarters level (HAF and SAF), operational level (MAJCOMs and NAFs), and possibly at the unit level where airmen are engaged day-to-day in implementing or planning Air Force security cooperation activities.

Third, *the USAF should consider developing a stand-alone security cooperation planner's overview course* using this primer as a foundational document, along with many other USAF security cooperation guidance and planning documents and reports. Such a course would serve to introduce key concepts and resources used by security cooperation planners on the job. It could be offered in residence, online, or even by mobile training team. By ensuring that security cooperation planners have a common understanding of relevant topics as described in Chapter One, the USAF can increase efficiency and effectiveness of its security cooperation activities. Trained security cooperation planners will arrive on the job armed with the necessary skills and knowledge, and will likely have already developed a nascent network of security cooperation colleagues while in training. The course could be a significant enhancement to development of International Airmen, and could be integrated into an existing educational entity, such as Air Force Institute of Technology or the Air University's Center for Professional Development or the Air Force's Air Advisory Academy.

Fourth, *the USAF should consider publishing this primer, or selected parts of it, as an Air Force handbook or manual*. This undertaking would enable the data and construct to reach a much wider audience.

Program Pages

The program pages contained in this appendix (Tables A.1–A.98) are representative of the types of programs conducted throughout the U.S. government in pursuit of international objectives. They are not necessarily comprehensive because new programs emerge routinely and older programs, especially those that have specific, shorter-term purposes, come to an end. Despite this, the programs contained in this appendix describe a complex and interwoven network of security cooperation efforts that are designed to build partnerships, capacity, and in many other ways enhance the ability of the U.S. to work closely with like-minded partners.

This appendix is accompanied by a searchable MS Access database that allows the user to identify programs that are appropriate for specific security cooperation purposes and that conduct activities appropriate for partner air forces. This database can be found at www.rand.org/pubs/technical_reports/TR974.html. The database contains all of the data found in this appendix and also provides quick access to information regarding authorities, guidance, funding sources, and additional resources. Importantly, the database also provides information regarding program points of contact. The database may be used to search for multiple combinations of programs and activities, including a flexible boolean search function. A help window is included to ensure that users are able to effectively use the full range of search options available.

Table A.1
Afghanistan Security Forces Fund

Title	Afghanistan Security Forces Fund (ASFF)
Authority	P.L. 111-032, Supplemental Appropriations Act for FY 2009, available until September 30, 2010 P.L. 110-252, Supplemental Appropriations Act for FY 2009 Bridge, chapters 1 and 2, available until September 30, 2009 P.L. 110-417, NDAA for FY 2009, section 1506
Processes and agreements	LOR/LOA Allows SecDef, with the concurrence of SecState, to transfer DoD O&M funds to the Commander, Combined Security Transition Command–Afghanistan (CSTC-A) Obligations require prior notice to Congress no fewer than 15 days before the obligation of funds from these appropriations Requires quarterly report no later than 30 days after the end of each fiscal year quarter; SecDef must submit to the congressional defense committees a report summarizing the details of any obligation or transfer of funds from the ASFF during such fiscal year quarter
Objective(s)	To provide equipment, supplies, services, training, facility and infrastructure repair, renovation, construction, and funding to the security forces of Afghanistan
Linkages to guidance	DoD Manual 5105.38-M, "Security Assistance Management Manual (SAMM)"; DSCA policy guidance on LOA case preparation; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"; ASFF supplemental and overseas contingency operations appropriations; local procurement guidance; 22 Code of Federal Regulations (CFR), Parts 120–130; policy issued by DoD, DoS, and DHS (Bureau of Customs and Border Protection); AFMAN 16-101, "International Affairs and Security Assistance Management"
Purpose(s)	Counterinsurgency
Security cooperation activities	Equipment Supplies Construction Training
Funding sources	Afghanistan Security Forces Fund Coalition Support Fund Title 10 O&M funds
Other resources	This is a DoD-led program Combined Security Transition Command–Afghanistan (CSTC-A)
POC information	DSCA/OPS-SCA (703-601-3704) DSCA/DBO-CFM/Afghanistan Other participants: DUSD(PI&CoS); CENTCOM; CSTC-A; OUSD(C)

Table A.2
Air and Trade Shows

Title	Air and Trade Shows
Authority	10 U.S.C. §2667, "Leases: non-excess property of military departments and Defense Agencies"
	10 U.S.C. §2539(b), "Availability of samples, drawings, information, equipment, materials, and certain services"
	P.L. 102-484, NDAA for FY 1993, as amended by Section 1031(d)(2) of P.L. 108-136, NDAA for FY 2004
Processes and agreements	Foreign disclosure process
	Legislation requires USD(P), or higher, to make a national security interest determination prior to DoD participation by speakers or equipment in an international tradeshow. In addition to USD(P) approval, DoD participation requires U.S. Embassy and GCC justification based on national security foreign policy rationale and a 45 day notification to Congress
Objective(s)	To promote the sale of U.S. aerospace and other defense products in air and trade shows outside of the United States
Linkages to guidance	DoDI 7230.8, "Leases and Demonstration of DoD Equipment"; AFI 16-110, "US Air Force participation in international armaments cooperation (IAC) programs"; AFMAN 16-101 §2.18, "Use of Air Force Equipment/Personnel to Support International Air Shows and Trade Exhibitions"; DoDD 5410.18, "Community Relations"; DoDI 5410.19, "Armed Forces Community Relations"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Aviation expertise
Security cooperation activities	Defense/military contacts
	Equipment
	Supplies
Funding sources	AF O&M funds
Other resources	USAF personnel and aircraft
POC information	SAF/IAPQ (703- 588-1016)

Table A.3
Air Force Participation in Bilateral and Multilateral International Armaments Cooperation Forums

Title	Air Force Participation in Bilateral and Multilateral International Armaments Cooperation (IAC) Forums
Authority	22 U.S.C. (FAA, beginning with Section 2151)
	22 U.S.C. (AECA, beginning with Section 2751)
Processes and agreements	Foreign disclosure process
	U.S.-Canada DDSP and DPSP: MOU between DoD and the Canadian Government
	U.S.-Japan Systems and Technology Forum (S&TF): Mutual Defense Assistance Agreement of March 1954 and exchange of notes between the U.S. and Japan of November 1983
	U.S.–Republic of Korea (ROK) Defense Technological and Industrial Cooperation Committee (DTICC): June 1988 MOU between DoD and the ROK Ministry of National Defense on the rationalization, standardization, and interoperability of equipment employed for mutual defense, exchange of military technology and defense industrial information, cooperative R&D, and defense industrial cooperation
	National Executive Agent (NEA) Meetings with Brazil: Master Data Exchange Agreement (MDEA) for the Mutual Development of Military Equipment between the U.S. and Brazil
	Long Term Technology Projects (LTTP): 1989 LTTP MOU
Objective(s)	Bilateral IAC forums: to promote Joint military materiel programs, facilitate cooperative R&D and technology exchanges, enrich the defense technology bases of participants
	Multilateral IAC forums: to exchange information, foster cooperative multinational R&D programs to increase interoperability
Linkages to guidance	AFI 16-110, "US Air Force participation in international armaments cooperation (IAC) programs"; DoDI 2010.4, "U.S. Participation in Certain NATO Groups Relating to Research, Development, Production and Logistic Support of Military Equipment"; DoDD 5000.1, "The Defense Acquisition System"; DoDI 5000.2, "Operation of the Defense Acquisition System"; AFPD 16-1, "International Affairs; Executive Orders; ITAR; FAR and DoD FAR Supplements; U.S. National Disclosure Policy; OSD Memorandum, "Research and Technology Protection within the DoD"; DoDD 5200.39, "Security, Intelligence, and Counterintelligence Support to Acquisition Program Protection"; AFPD 63-17, "Technology and Acquisition Systems Security Program Protection"; DoDI 2010.4, "U.S. Participation in Certain NATO Groups Relating to Research, Development, Production, and Logistic Support of Military Equipment"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Research and development
Security cooperation activities	Defense/military contacts
	Information exchanges
	RDT&E
	Equipment
	Experimentation
	Needs/capabilities assessments
Funding sources	AF O&M funds
Other resources	Bilateral IAC Forums include the U.S.-Canada Defense Development/Production Sharing Programs (DDSP/DPSP), the U.S.-Japan Systems and Technology Forum (S&TF), the U.S.–Republic of Korea (ROK) Defense Technological and Industrial Cooperation Committee (DTICC), and the National Executive Agent (NEA) meetings with Brazil
	Multilateral IAC Forums include the Five-Power ASNR Forum, Long Term Technology Projects (LTTP), and the Future Air Capabilities (FAC) initiative

Table A.3—Continued

POC information	Overall: SAF/IAPQ: (703-588-1020)
	Specific forums:
	U.S.-Canada DDSP and DPSP: SAF/IAPQ and Deputy Assistant Secretary for Contracting (SAF/AQC)
	U.S.-Japan Systems and Technology Forum (S&TF): SAF/IAPQ
	The U.S.–Republic of Korea (ROK) Defense Technological and Industrial Cooperation Committee (DTICC): SAF/IAPQ
	National Executive Agent (NEA) Meetings with Brazil: SAF/IAPQ
	Other bilateral forums: SAF/IAPQ or AFRL, depending upon which one is representing the U.S.
	Multilateral forums: SAF/IAPQ or AFRL, depending upon which one is representing the U.S.

Table A.4
Air Force Participation in NATO Forums

Title	Air Force Participation in NATO Forums
Authority	22 U.S.C. (FAA, beginning with Section 2151)
	22 U.S.C. (AECA, beginning with Section 2751)
Processes and agreements	Foreign disclosure process
Objective(s)	To enhance the effectiveness of NATO air forces through the promotion of weapon systems collaboration and standardization
Linkages to guidance	AFI 16-110, "US Air Force participation in international armaments cooperation (IAC) programs"; DoDI 2010.4, "U.S. Participation in Certain NATO Groups Relating to Research, Development, Production and Logistic Support of Military Equipment"; DoDD 5000.1, "The Defense Acquisition System"; DoDI 5000.2, "Operation of the Defense Acquisition System"; AFPD 16-1, "International Affairs"; Executive Orders; ITAR; FAR and DoD FAR Supplements; U.S. National Disclosure Policy; OSD Memorandum, "Research and Technology Protection Within the DoD"; DoDD 5200.39, "Security, Intelligence, and Counterintelligence Support to Acquisition Program Protection"; AFPD 63-17, "Technology and Acquisition Systems Security Program Protection"; DoDI 2010.4, "U.S. Participation in Certain NATO Groups Relating to Research, Development, Production, and Logistic Support of Military Equipment"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Research and development Interoperability Coalition operations
Security cooperation activities	Conferences, workshops RDT&E Information exchanges Needs/capabilities assessments
Funding sources	AF O&M funds
Other resources	USAF personnel appointed as delegates
POC information	SAF/IAPQ (703-588-8993)

Table A.5
Air Force–Sponsored Exercises and Competitions

Title	Air Force–Sponsored Exercises and Competitions
Authority	22 U.S.C. (FAA, beginning with Section 2151)
	22 U.S.C. (AECA, beginning with Section 2751)
Processes and agreements	Participation in some exercises/competitions (e.g., AMC RODEO, Readiness Challenge, etc.) will be determined simply by the acceptance of the foreign air force. Other exercises/competitions (e.g., Red Flag) may require a selection process (SAF/IARW OPR) to resolve conflicting participation interest (e.g., two allies competing for same exercise mission type)
	FMS
Objective(s)	To enhance operational capabilities and interoperability for USAF and international participants
	Such exercises include, but are not limited to, Air Warrior, Blue Flag, Combat Archer, Combat Hammer, Air Mobility Rodeo, Maple Flag, Readiness Challenge, Red Flag, William Tell, and Green Flag
Linkages to guidance	AFMAN 16-101 §2.21, "Air Force-Sponsored Exercises, Competitions, Evaluations and Foreign Unit Deployments to USAF Units"; GEF; AFGPS; AFSC Handbook; AFBP Service Core Function; AFI 16-105, Joint Security Assistance Training; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoD Manual 5105.38-M, "Security Assistance Management Manual (SAMM)"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterterrorism
	Counternarcotics
	Counter-WMD
	Disaster relief
	ISR
	Peacekeeping
	Stabilization and reconstruction
	Interoperability
	Humanitarian assistance
	Missile defense
	Health
	Coalition operations
	Counterinsurgency
	Aviation expertise
	Cyber
Security cooperation activities	Exercises
Funding sources	AF O&M funds
Other resources	FMS/FMF
POC information	SAF/IARW (703- 588-8872)
	Other participants: ACC/XO (announces exercises and matches participating countries to exercise dates and openings), ACC/CC (approves final schedule), ACC/DOJS (coordinates announcements and invitations through SAF/IA), COCOMS, AFSAC (develops LOAs to recoup FMS costs), MAJCOMS (advises SAF/IA country directors and enforces requirements)

Table A.6
Andean Counterdrug Initiative

Title	Andean Counterdrug Initiative (ACI)
Authority	P.L. 106-246, The Military Construction FY 2001 Appropriations Bill
Processes and agreements	None
Objective(s)	To eliminate the cultivation and production of cocaine and opium, build law enforcement infrastructure, arrest and prosecute traffickers, and seize their assets
	The ACI is the continuation of the Administration's multi-year counterdrug assistance efforts designed to sustain and expand programs initially funded by Plan Colombia in the fiscal year 2000 Emergency Supplemental Appropriations Act
Linkages to guidance	CJCSI 3710.01B, "DoD Counterdrug Support"; AFI 10-801, "Assistance to Civilian Law Enforcement Agencies"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counternarcotics Law enforcement ISR Border security
Security cooperation activities	Equipment Supplies Training
Funding sources	International Narcotics Control and Law Enforcement (INCLE) Economic Support Fund (ESF) Development Assistance Fund (DA)
Other resources	DoD can support ACI objectives through use of Title 10 authorities and funding
POC information	OSD (SO/LIC & IC) (703-697-7202) DoS, Bureau of International Narcotics Control and Law Enforcement Affairs (INCLE)

Table A.7
Antiterrorism Assistance Program

Title	Antiterrorism Assistance (ATA) Program
Authority	22 U.S.C. §2348 (FAA, Sections 571-574) P.L. 87-195, Pt. II, §571, as added by P.L. 98-151, §101(b)(2), 97 Stat. 972 (1983)
Processes and agreements	Diplomatic Security (DS) officers work with the host country's government and a team from that country's U.S. mission to develop the most effective means of training for bomb detection, crime scene investigation, airport and building security, maritime protections, and VIP protection
Objective(s)	To train security and law enforcement personnel from friendly governments in police procedures that deal with terrorism ATA training seeks to address deficiencies noted in the ability to perform in the following areas: protecting national borders; protecting critical infrastructure; protecting national leadership; responding to and resolving terrorist incidents; managing critical terrorist incidents having national-level implications
Linkages to guidance	DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterterrorism Counternarcotics Counter-WMD Law enforcement Border security Port security
Security cooperation activities	Training Equipment
Funding sources	The Office of the Coordinator for Counterterrorism (S/CT) funds the ATA program
Other resources	S/CT provides policy guidance to the ATA program and determines which countries are authorized to participate in the program DS assesses the training needs, develops the curriculum, and provides the resources to conduct the training. The bureau uses its own training experts as well as those from other U.S. federal, state, and local law enforcement agencies, police associations, and private security firms and consultants
POC information	State Department, Bureau of Diplomatic Security, Office of Anti-Terrorism Assistance (DS/T/ATA) (571-226-9631)

Table A.8
Asia-Pacific Regional Initiative

Title	Asia-Pacific Regional Initiative (APRI)
Authority	H.R. 3326, Section 8094, "Department of Defense Appropriations Act, 2010"
Processes and agreements	None
Objective(s)	To enable the Pacific Command to execute Theater Security Cooperation activities such as humanitarian assistance, and payment of incremental and personnel costs of training and exercising with foreign security forces
	The APRI program increases USPACOM access, regional readiness, and U.S. influence in the Asia-Pacific region
	APRI funding supports a wide range of exercises, programs, and training symposiums such as Exercise TEAM CHALLENGE, the PACIFIC REACH multinational submarine rescue exercise, the annual multilateral Chiefs of Defense conference, and search and rescue and humanitarian assistance/disaster relief exercises
Linkages to guidance	GEF; PACOM TCP; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Disaster relief Humanitarian assistance Interoperability Defense institution building
Security cooperation activities	Defense/military contacts Conferences, workshops Training Information exchanges Exercises
Funding sources	Navy O&M funds
Other resources	Center of Excellence (COE) in Disaster Management and Humanitarian Assistance
POC information	PACOM J-5 (808-477-9531) PACAF A-3/5 (808-449-4873)

Table A.9
Authority of DoD to Provide Additional Support for Counterdrug Activities of Other Governmental Agencies

fTitle	Authority of DoD to Provide Additional Support for Counterdrug Activities of Other Governmental Agencies (Section 1004)
Authority	P.L. 109-364, NDAA for FY 2008, Section 1021, "Extension of authority of department of defense to provide additional support for counterdrug activities of other governmental agencies" (extends P.L. 101-510, NDAA for FY 1991, Section 1004, through 2011)
Processes and agreements	LOR/LOA Foreign disclosure process Technology transfer process Congressional notifications
Objective(s)	To provide support for the counterdrug activities of any other department or agency of the federal government or of any state, local, or foreign law enforcement agency
Linkages to guidance	CJCSI 3710.01B, "DoD Counterdrug Support"; AFI 10-801, "Assistance to Civilian Law Enforcement Agencies"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counternarcotics Law enforcement ISR Border security
Security cooperation activities	Equipment Supplies Training Exercises Construction Provide air/sealift
Funding sources	Title 10 O&M funds
Other resources	None
POC information	OSD (SO/LIC & IC) (703-697-7202)

Table A.10
Aviation Leadership Program

Title	Aviation Leadership Program (ALP)
Authority	10 U.S.C., Chapter 905, "Aviation Leadership Program" 22 U.S.C. (FAA, Section 544(c))
Processes and agreements	Agreement between the USAF and the air force of the participating country required
Objective(s)	To provide undergraduate pilot training and necessary related training to personnel of the air forces of friendly, less-developed foreign nations Training shall include language training and programs to promote better awareness and understanding of the democratic institutions and social framework of the United States
Linkages to guidance	AFI 16-108, "Managing the ALP"; DoDD 2010.12, "Aviation Leadership Program"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building Aviation expertise
Security cooperation activities	Training Information exchanges
Funding sources	AF O&M funds
Other resources	None
POC information	SAF/IAPX (703-588-8961) Other participants: DSCA, Building Partnership Capacity, Programs Directorate; OUSD(P) provides oversight in coordination with DSCA

Table A.11
Center of Excellence in Disaster Management and Humanitarian Assistance

Title	Center of Excellence in Disaster Management and Humanitarian Assistance (COE-DMHA)
Authority	10 U.S.C. §182, "Center of Excellence in Disaster Management and Humanitarian Assistance"
Processes and agreements	SecDef may enter into an agreement with appropriate officials of an institution of higher education to provide for joint operation of COE-DMHA. Any such agreement shall provide for the institution to furnish necessary administrative services for COE-DMHA, including administration and allocation of funds.
Objective(s)	To educate, train, conduct research, and assist DoD, DoS, COCOMs, foreign governments and international organizations to understand the regional framework for disaster preparedness and a coordinated whole-of-government approach to disaster management, mitigation, response, recovery and transition, societal development, and humanitarian assistance and resiliency
Linkages to guidance	SecDef guidance on criteria for accepting gifts or donations; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Disaster relief Humanitarian assistance Research and development
Security cooperation activities	Education Training Conferences, workshops RDT&E
Funding sources	COE-DMHA's primary source of operating funds comes from DoD. Additional funds are secured from different agencies, including DoS and DoD, for specific conferences, seminars, or exercises SecDef may accept donations from any agency of the Federal Government, any State or local government, any foreign government, any foundation or other charitable organization, or any other private source in the United States or a foreign country; donations shall be credited to appropriations available to DoD for the Center
Other resources	COE-DMHA is a direct reporting unit to PACOM and other COCOMs COE-DMHA receives policy guidance from ASD(GSA) Events are often co-sponsored by host nations and agencies and departments of the United Nations
POC information	COE-DMHA (808-433-7035)

Table A.12
Chairman of the Joint Chiefs of Staff's Exercise Program

Title	Chairman of the Joint Chiefs of Staff's (CJCS) Exercise Program (CEP)
Authority	10 U.S.C. §153, "Chairman: functions" 10 U.S.C. §166a, "Combatant Commands: Funding Through the Chairman of Joint Chiefs of Staff" 10 U.S.C. §193, "Combat Support Agencies: Oversight"
Processes and agreements	Exercise planning, funding, and programming processes, as described AFI 10-204
Objective(s)	To enhance operational capabilities, interoperability, and coalition operations To refine CONOPS and build proficiency to ensure air forces are capable of conducting multinational/coalition operations Such exercises include, but are not limited to: EAGLE RESOLVE, GOLDEN SPEAR, FLEXIBLE RESPONSE, REGIONAL COOPERATION, TEMPEST EXPRESS, PANAMAX, TRADEWINDS, UNITAS, and ROVING SANDS
Linkages to guidance	AFI 10-204, "Participation in Joint and National Exercises"; CJCSI 8501.01A, "Chairman of the Joint Chiefs of Staff, Combatant Commanders, and Joint Staff Participation in the Planning, Programming, and Budgeting System"; DoDD 5100.1, "Functions of the Department of Defense and Its Major Components"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterterrorism Counternarcotics Counter-WMD Border security Disaster relief Maritime security ISR Peacekeeping Stabilization and reconstruction Humanitarian assistance Missile defense Port security Health Demining Counterinsurgency Cyber Aviation expertise
Security cooperation activities	Exercises
Funding sources	AF O&M funds Chairman's exercise funds
Other resources	None
POC information	HQAF/A3O-AT (703-697-7706) Joint Staff J-7/JEXD

Table A.13
Chief of Staff Air Force Counterpart Program

Title	Chief of Staff Air Force Counterpart Program (CSAFCP)
Authority	10 U.S.C. §168, "Military-to-military contacts and comparable activities"
Processes and agreements	None
Objective(s)	To build personal relationships and enhance global partnerships, leading to increased interoperability and capacity as well as building trust and confidence between senior leaders
	To provide other nations' air chiefs the opportunity to meet with the USAF senior leaders and discuss matters of mutual interest, including visits to MAJCOMs, headquarters staff, and operational units
Linkages to guidance	DoDD 5230.20, "Visits and Assignments of Foreign Nationals"; AFI 16-201, "Air Force Foreign Disclosure and Technology Transfer Program"; AFMAN 16-101, "International Affairs and Security Assistance Management"; AFPD 16-1, "International Affairs"; guidance memo signed in 2000 by the AF/CV and entitled "International Engagement"; additional countries were added since upon recommendation by HQ AF/A5XX to the AF/CV; DoDD 5530.3, "International Agreements"; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs);" AFI 65-603, "Official Representation Funds-Guidance and Procedures;" DoDI 7250.13, "Use of Appropriated Funds for Official Representation Purposes"; HAF MD 1-6, "The Administrative Assistant to the Secretary of the Air Force"; and HOI 65-3, "HQ USAF Guidance For Official Representation Funds"
Purpose(s)	Counterterrorism
	Counternarcotics
	Humanitarian assistance
	Counter-WMD
	Defense institution building
	Disaster relief
	Health
	ISR
	Peacekeeping
	Counterinsurgency
	Stabilization and reconstruction
	Missile defense
Security cooperation activities	Defense/military contacts
	Information exchanges
	Conferences, workshops
Funding sources	USAF O&M funds
	Official representation funds
Other resources	None
POC information	SAF/AA (703-692-9516)

Table A.14
Civil-Military Emergency Preparedness

Title	Civil-Military Emergency Preparedness (CMEP)
Authority	10 U.S.C. §113, "Secretary of Defense"
	10 U.S.C. §168, "Military-to-military contacts and comparable activities"
	10 U.S.C. §1051, "Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses"
	10 U.S.C. §2010, "Participation of developing countries in combined exercises: payment of incremental expenses"
	42 U.S.C. §5195, "Emergency preparedness"
Processes and agreements	None
Objective(s)	To provide consequence management assistance through training and exercises
	To increase military cooperation between U.S., NATO and Partners
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; DoDD 5530.3, "International Agreements"; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability
	Defense institution building
	Coalition operations
	Counter-WMD
	Border security
	Disaster relief
	Stabilization and reconstruction
	Humanitarian assistance
Security cooperation activities	Needs/capability assessment
	Defense/military contacts
	Exercises
	Conferences, workshops
	Training
Funding sources	Army O&M funds
Other resources	Warsaw Initiative (Partnership for Peace) (DSCA & EUCOM)
POC information	Army G-35, International Affairs (703-693-1050)
	Other participants: Army Corps of Engineers, ASD/ISP, DSCA, COCOMS, National Guard State Partnership

Table A.15
Coalition Readiness Support Program

Title	Coalition Readiness Support Program (CRSP)
Authority	10 U.S.C. §127(c), "Purchase of weapons overseas: force protection" P.L. 109-364, NDAA for FY 2008, Section 1201
	P.L. 110-161, Emergency Supplemental Appropriations Act for FY 2008, Division L, Section 607
	P.L. 110-252, Supplemental Appropriations Act (War Supplemental) for FY 2008, 122 Stat. 2398
	P.L. 111-032, Supplemental Appropriations Act for FY 2009
	P.L. 111-118, DoD Appropriations Act for FY 2010
Processes and agreements	Eligible Coalition Forces are forces from economically challenged countries that have indicated a commitment to deploy but whose deploying forces need specialized training and supplies or loan of equipment to operate effectively on the battlefield
	Partner nations supporting the contingency operation may also be deemed eligible when the supported Combatant Commander (or his/her designee) verifies the support provided by the partner nation forces supports OEF
	The U.S. government will retain title to the equipment and transfer custody to coalition forces as necessary
	CRSP is supported using FMS pseudo case procedures
Objective(s)	Authorizes CSF funds for the purpose of providing specialized training, or loan of supplies and equipment on a non-reimbursable basis, to coalition forces supporting U.S. military operations in Afghanistan and Iraq
Linkages to guidance	DSCA Memorandum, March 15, 2010, "Addition of Fiscal Year (FY) 2009 and 2010 Authorities to the Coalition Readiness Support Program (CSRP), Code 'E7,' DSCA Policy 10-19 [SAMM E-Change 160]"; DSCA Memorandum, February 18, 2009, "Assignment of Code 'E7' for Fiscal Year (FY) 2008 Authorities Relating to the Coalition Readiness Support Program (CSRP), DSCA Policy 09-02 [SAMM E-Change 126]"; AFMAN 16-101, "International Affairs and Security Assistance Management"; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterinsurgency Counterterrorism Coalition operations
Security cooperation activities	Equipment Supplies Training
Funding sources	Coalition support funds
Other resources	None
POC information	DSCA/OPS-EAF (703-329-3714)

Table A.16
Coalition Solidarity Funds

Title	Coalition Solidarity Funds (CSF)
Authority	P.L. 109-13, Emergency Supplemental Appropriations Act for Defense, the Global War on Terror, and Tsunami Relief, 2005
	Memorandum of Agreement (MOA) between DoS and DoD, dated December 28, 2005, entered into pursuant to section 632(b) of the Foreign Assistance Act of 1961, as amended (22 U.S.C. §2392)
Processes and agreements	May be used only to finance the purchase of defense articles and services by the Grant Recipient through a Letter of Offer and Acceptance (LOA) with the USG in accordance with the policies and procedures, and terms and conditions set out in the DoS – DSCA cosigned Grant Agreement
	Congressional notifications
	Foreign disclosure
	Technology transfer
	Funds appropriated under this heading shall be subject to the regular notification procedures of the Committees on Appropriations, except that such notifications shall be submitted no less than five days prior to the obligation of funds
Objective(s)	To finance the purchase of defense articles and services for military and other security assistance to coalition partners in Iraq and Afghanistan
Linkages to guidance	DSCA legislative guidance; DoS-DoD MOA; AFMAN 16-101, "International Affairs and Security Assistance Management"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Coalition operations Interoperability Counterinsurgency Counterterrorism
Security cooperation activities	Equipment Supplies
Funding sources	Coalition solidarity funds
Other resources	This is a DoS-led program FMS
POC information	DoS Bureau of Political-Military Affairs, Office of Plans, Policy and Analysis (DoS/PM/PPA) (202-647-5876)
	DSCA country program managers

Table A.17
Coalition Support Funds

Title	Coalition Support Funds (CSF)
Authority	P.L. 109-163, NDAA for FY06, Section 120 P.L. 110-181, NDAA for FY08, Sections 1233 and 1234 P.L. 110-161, Div L, Consolidated Appropriations Act, 2008 P.L. 110-252, Supplemental Appropriations Act, 2008 P.L. 87–195, (FAA, Section 2392) 22 U.S.C. §2767 (AECA, Section 27) 22 U.S.C. §2796(d) (AECA, Section 65)
Processes and agreements	Requires a 15-day notification requirement to the appropriate congressional defense committees Funds shall be used for payments to reimburse key cooperating nations, for logistical, military, and other support provided to U.S. military operations, notwithstanding any other provision of the law Payments are made to cooperating nations in amounts as determined by SecDef, with the concurrence of the SecState, and in consultation with the Director of the Office of Management and Budget
Objective(s)	Annual supplemental funding authority created to reimburse cooperating nations for logistical and military support to or participation in combined operations CSF funds support the following four security assistance programs, which provide supplies and equipment to loan on a non-reimbursable basis to coalition partners supporting U.S. coalition partners: the programs are Coalition Readiness Support Program (CSRP), Iraq Security Forces Fund (ISFF), Afghan Security Forces Fund (ASFF), and Pakistan Counterinsurgency Capability Fund (PCCF)
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoDD 5530.3, "International Agreements"; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterinsurgency Counterterrorism Coalition operations Interoperability
Security cooperation activities	Equipment Supplies Defense/military contacts
Funding sources	Title 10 O&M funds
Other resources	None
POC information	SAF/IAPQ (703-588-1016) Other Participants: OSD(C); DSCA/OPS-EAF; DSCA/OPS-MSA; DSCA/OPS-SCA; CENTCOM

Table A.18
Coalition Warfare Program

Title	Coalition Warfare Program
Authority	10 U.S.C. §2350(a), "Cooperative Research and Development Agreements" 10 U.S.C. § 2350(l), "Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations" 10 U.S.C. §2358, "Research and development projects" 22 U.S.C. §2767 (AECA, Section 27) 22 U.S.C. §2796(d) (AECA, Section 65)
Processes and agreements	International agreement with appropriate country required. Foreign disclosure process Technology transfer process Nominations are accepted from COCOMs, services, defense agencies, or OSD staff
Objective(s)	To support international cooperative development of advanced military concepts, systems, and capabilities that will enable U.S. and friendly armed forces to operate more effectively across the full spectrum of multinational operations To foster programs that improve interoperability To provide funds on a competitive basis to projects that conduct collaborative RDT&E with foreign government partners
Linkages to guidance	AFI 16-110, "US Air Force Participation in International Armaments Cooperation (IAC) programs"; DoDD 5000.1, "The Defense Acquisition System"; DoDI 5000.2, "Operation of the Defense Acquisition System"; DoDD 5530.3, "International Agreements"; DoDD 3100.3, "Cooperation with Allies in Research and Development of Defense Equipment"; DoDD 2000.9, "International Coproduction Projects and Agreements between the United States and Other Countries or International Organizations"; DoDI 2010.4, "U.S. Participation in Certain NATO Groups Relating to Research, Development, Production, and Logistic Support of Military Equipment"; and DoDD 2010.6, "Standardization and Interoperability of Weapon Systems and Equipment within the North Atlantic Treaty Organization"; GEF; AF GPS; AF CSP; CCDR Campaign Plans; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Coalition operations
Security cooperation activities	Experimentation Defense/military contacts RDT&E Equipment
Funding sources	CWP funds Foreign national accounts
Other resources	None
POC information	SAF/IAPQ (703-588-1016) USD (AT&L) Office of International Cooperation

Table A.19
Commander's Emergency Response Program

Title	Commander's Emergency Response Program (CERP)
Authority	P.L. 109-163, NDAA for FY 2006, Section 1202 P.L. 110-181, NDAA for FY 2008, Section 1205 P.L. 110-417, NDAA for FY 2009, Section 1214
Processes and agreements	CENTCOM reporting requirements
Objective(s)	To enable local commanders in Iraq and Afghanistan to respond to urgent humanitarian relief and reconstruction requirements by carrying out programs that will immediately assist the local population
Linkages to guidance	DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Stabilization and reconstruction Counterinsurgency Humanitarian assistance Peacekeeping Disaster relief
Security cooperation activities	Equipment Supplies Construction
Funding sources	CENTCOM O&M funds
Other resources	None
POC information	Office of the Assistant Secretary of the Army for Acquisition, Logistics & Technology, Integration Office (ASA/ALT IO) (804-734-1611) CENTCOM

Table A.20
Container Security Initiative

Title	Container Security Initiative (CSI)
Authority	6 U.S.C. §945, "Container Security Initiative" P.L. 107-295, "Maritime Transportation Security Act"
Processes and agreements	WMD agreement
Objective(s)	To provide assistance to foreign countries in establishing security criteria for identifying and inspecting high-risk containers
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Port security Maritime security Border security Counterterrorism Counter-WMD
Security cooperation activities	Training Education Equipment
Funding sources	Title 6 O&M funds
Other resources	DHS
POC information	DHS, U.S. Customs and Border Protection (CBP) Office of International Affairs (202-344-3000)

Table A.21
Cooperative Research, Development, Testing, Evaluation & Production

Title	Cooperative Research, Development, Testing, Evaluation (RDT&E) & Production
Authority	10 U.S.C. § 2350a, "Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries"
	10 U.S.C. § 2350l, "Cooperative agreements for reciprocal use of test facilities: foreign countries and international organizations"
	10 U.S.C. §2358, "Research and development projects"
	22 U.S.C. § 2767 (AECA, Section 27)
	22 U.S.C. § 2796d (AECA, Section 65)
Processes and agreements	The programs cannot be used for buyer-seller relationships, contracts, one-way transfer/ grants, or industry only relationships
	Requires an International Agreement, vice an FMS Letter of Offer and Acceptance
	For some partners (i.e., if the partner is neither a NATO member nor MNNA) there is a requirement for congressional approvals
Objective(s)	To standardize and make interoperable equipment used by U.S. and NATO member forces and other U.S. allies through projects involving cooperative research, development, testing, evaluation, or joint production
	Primarily used to share work, technology, risks, costs, and resulting benefits; avoid duplicative defense acquisition efforts; and improve standardization
Linkages to guidance	GEF, AF GPS, AF CSP, CCDR Campaign Plans; AFMAN 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoDD 5530.3, "International Agreements"; DoDI 2010.4, "U.S. Participation in Certain NATO Groups Relating to Research, Development, Production and Logistic Support of Military Equipment"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"; DoD 5000, "The Defense Acquisition System"; National Disclosure Policy; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability
	Research and development
	Coalition operations
Security cooperation activities	Training
	Defense/military contacts
	Equipment
	RDT&E
	Experimentation
Funding sources	Title 10 RDT&E funds
	Foreign national accounts
Other resources	None
POC information	SAF/IAPQ (703-588-1016)
	AFRL
	Other participants: OUSD(AT&L)/IC

Table A.22
Cooperative Threat Reduction Biological Threat Reduction Project

Title	Cooperative Threat Reduction (CTR) Biological Threat Reduction Project (BTRP)
Authority	22 U.S.C. Ch. 68a, "Cooperative Threat Reduction with States of Former Soviet Union" P.L. 102-228, Title II, "Soviet Nuclear Threat Reduction Act of 1991" P.L. 103-160, Title XII, "Cooperative Threat Reduction Act of 1993" P.L. 104-201, NDAA for FY 1997, Title XV P.L. 105-261, NDAA for FY 1999 P.L. 108-136, NDAA for FY 2004, as amended, Section 1307 P.L. 109-289, NDAA for FY 2007 P.L. 110-417, NDAA for FY 2009, Sections 1301 and 1302
Processes and agreements	Host countries must sign WMD agreement Foreign disclosure process
Objective(s)	To prevent the sale, theft, diversion, or accidental release of BW materials, technology, and expertise; consolidate especially dangerous pathogens (EDPs) into safe, secure, central reference laboratories To improve Eurasian states' capabilities to detect and respond to EDP disease outbreaks To integrate Eurasian scientists into the international scientific community To eliminate BW infrastructure and technologies
Linkages to guidance	Country Science Plans (basis for scientific investment in recipient state, harmonizes BTRP Research Agenda with country and DoD goals); DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counter-WMD
Security cooperation activities	Training Conferences, workshops Equipment Personnel exchanges RDT&E
Funding sources	CTR funds
Other resources	As of 2007, USG partners included Walter Reed Army Institute of Research (WRAIR); Armed Forces Institute of Pathology (AFIP); U.S. Army Medical Research Institute of Infectious Diseases (USAMRIID); Centers for Disease Control and Prevention (CDC); Naval Medical Research Unit (NAMRU-3); DoS Bio Industry Initiative (BII); DHHS Bio Technology Engagement Program (BTEP); DTRA (CB, ASCO, OS) As of 2007, future USG partners included U.S. Dept of Agriculture (USDA); Naval Medical Research Center (NMRC); Army Corps of Engineers; Medical Research and Material Command (MRMC) As of 2007, NGO/International partners included World Health Organization (WHO); Food and Agriculture Organization of the United Nations (FAO); International Office of Epizootics (OIE); International Atomic Energy Agency (IAEA); World Bank; Canadian Global Partnership (CGP); American Biosafety Association (ABSA) As of 2007, contractors included SAIC Threat Reduction Support Center (TRSC); CTR Integrating Contractors (CTRIC)—Bechtel, Raytheon; National Academy of Sciences (NAS); Civilian Research and Development Foundation (CRDF); Joint University Partnership—Penn State and University of New Mexico
POC Information	DTRA, CTR Directorate (703-767-1710) Threat Reduction Support Center (Contractor-led) DASD(CWMD)

Table A.23
Cooperative Threat Reduction Chemical Weapons Destruction

Title	Cooperative Threat Reduction (CTR) Chemical Weapons Destruction (CWD)
Authority	22 U.S.C. Ch. 68, "Demilitarization of Former Soviet Union"
	22 U.S.C. Ch. 68a, "Cooperative Threat Reduction with States of Former Soviet Union"
	P.L. 102-228, Title II, "Soviet Nuclear Threat Reduction Act of 1991"
	P. L. 102-484, Title XIV, "Demilitarization of the Former Soviet Union" (also cited as the "Former Soviet Union Demilitarization Act of 1992")
	P.L. 103-160, Title XII, "Cooperative Threat Reduction Act of 1993"
	P.L. 104-201, NDAA for FY 1997, Title XV
	P.L. 105-261, NDAA for FY 1999
	P.L. 108-136, NDAA for FY 2004, as amended, Section 1307
	P.L. 109-289, DoD Appropriations Act for FY 2007
	P.L. 110-417, NDAA for FY 2009, Sections 1301 and 1302
	Subsequent NDAAs provided funding for CWD
Processes and agreements	Chemical Weapons Convention
	The United States and Russia signed an implementing agreement for chemical weapon destruction on 30 July 1992 and then amended that agreement in March 1994 and May 1996
	The U.S. and other Group of Eight (G8) Global Partnership funds construction of a chemical weapons destruction facility for organophosphorus (nerve) agent-filled artillery munitions
	Host countries must sign WMD agreement
	Foreign disclosure process
Objective(s)	To assist Russia in eliminating materials under the Chemical Weapons Convention; prevent the proliferation of chemical weapons to rogue states and non-state groups
Linkages to guidance	DoDD 2060.1, "Implementation of, and Compliance with, Arms Control Agreements"; AFI 16-601, "Implementation of, and Compliance with, Arms Control Agreements"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counter-WMD
Security cooperation activities	Training
	Equipment
	Construction
Funding sources	CTR funds
	G-8 Global Partnership funds
Other resources	None
POC information	DTRA, CTR Directorate (703-767-2478)
	DASD(CWMD)

Table A.24
Cooperative Threat Reduction Defense and Military Contacts

Title	Cooperative Threat Reduction (CTR) Defense and Military Contacts (DMC) Program
Authority	22 U.S.C. Ch. 68, "Demilitarization of Former Soviet Union" 22 U.S.C. Ch. 68a, "Cooperative Threat Reduction with States of Former Soviet Union" P.L. 102-228, Title II, "Soviet Nuclear Threat Reduction Act of 1991" P. L. 102-484, Title XIV, "Demilitarization of the Former Soviet Union" (also cited as the "Former Soviet Union Demilitarization Act of 1992") P.L. 103-160, Title XII, "Cooperative Threat Reduction Act of 1993" P.L. 104-201, NDAA for FY 1997, Title XV P.L. 105-261, NDAA for FY 1999 P.L. 108-136, NDAA for FY 2004, as amended, Section 1307 P.L. 109-289, DoD Appropriations Act for FY 2007 P.L. 110-417, NDAA for FY 2009, Sections 1301 and 1302
Processes and agreements	Foreign disclosure process
Objective(s)	Objectives: establish relationships with FSU officials; engage FSU military and defense officials to promote demilitarization of excess infrastructure, defense reform, and further counter-proliferation efforts.
Linkages to guidance	GEF; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counter-WMD
Security cooperation activities	Defense/military contacts
Funding sources	CTR funds
Other resources	None
POC information	DTRA, CTR Directorate (703-767-7864) Other participants: DASD(CWMD); Office of the Assistant Secretary of Defense for International Security Policy, through the Office of the Deputy Assistant Secretary of Defense for Eurasia Policy; Joint Staff; Unified Combatant Commands; U.S. military services

Table A.25
Cooperative Threat Reduction Weapons of Mass Destruction–Proliferation Prevention Initiative

Title	Cooperative Threat Reduction (CTR) Weapons of Mass Destruction–Proliferation Prevention Initiative (WMD-PPI)
Authority	22 U.S.C. Ch. 68a, "Cooperative Threat Reduction with States of Former Soviet Union" P.L. 102-228, Title II, "Soviet Nuclear Threat Reduction Act of 1991" P.L. 103-160, Title XII, "Cooperative Threat Reduction Act of 1993" P.L. 104-201, NDAA for FY 1997, Title XV P.L. 105-261, NDAA for FY 1999 P.L. 108-136, NDAA for FY 2004, as amended, Section 1307 P.L. 109-289, DoD Appropriations Act for FY 2007 P.L. 110-417, NDAA for FY 2009, Sections 1301 and 1302
Processes and agreements	Host countries must sign WMD agreement
Objective(s)	To support defense and military cooperation with the objective of preventing proliferation To address WMD interdiction at borders
Linkages to guidance	GEF; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counter-WMD Border security
Security cooperation activities	Training Equipment Exercises
Funding sources	CTR funds
Other resources	DoD coordinates with DoS (EXBS), DOE (Second Line of Defense Program), DHS (CSI), DOC and USCG to ensure WMD-PPI complements ongoing government assistance projects
POC information	DTRA, CTR Directorate (703-767-5968) DASD(CWMD)

Table A.26
Defense HIV/AIDS Prevention Program in Support of the U.S. President's Emergency Plan for AIDS Relief

Title	Defense HIV/AIDS Prevention Program (DHAPP) in Support of the U.S. President's Emergency Plan for AIDS Relief (PEPFAR)
Authority	22 U.S.C. Chapter 32, "Foreign Assistance Act" P.L. 108-25, "United States Leadership Against HIV/AIDS, Tuberculosis and Malaria Act of 2003" P.L. 110-293, "The Tom Lantos and Henry J. Hyde United States Global Leadership Against HIV/AIDS"
Processes and agreements	None
Objective(s)	To protect foreign nation armed forces from HIV/AIDS, and focus on increasing capacity and support centered on training, prevention education, military personnel testing, work place safety, laboratory building, disease tracking, as well as establishing and equipping HIV testing centers in foreign militaries
Linkages to guidance	DoDD 6485.02E, "HIV/AIDS Prevention: Support to Foreign Militaries"; DoDD 6485.01, "HIV"; DHAPP Strategy for Working with Militaries Toward HIV/AIDS Prevention; The U.S. President's Emergency Plan for AIDS Relief: Five-Year Strategy; PEPFAR Fiscal Year 2010 Country Operational Plan (COP) Guidance: Programmatic Considerations; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Health
Security cooperation activities	Defense/military contacts Supplies
Funding sources	Defense health program funds
Other resources	USG affiliations: AFRIMS; CDC; COE; Defense Finance and Accounting Service; DSCA; GSA; UNAIDS; USAMRU-K; NIH; Naval Medical Center San Diego; Naval Regional Contracting Center (NRCC); Navy International Programs Office; Space and Naval Warfare Systems Center (SPAWAR); Uniformed Services University of the Health Sciences; USAF IHS; USAID; U.S. Army Medical Research Unit; WRAIR; Walter Reed Army Medical Center; Wilford Air Force Medical Center; WHO University affiliations: Drew University, Johns Hopkins University, Lincoln University, UCSD, UCSF, University of Maryland, University of North Carolina, SDSU NGO/international governmental organizations: Anteon; Earth Conservancy; EngenderHealth; Family Health International; GEO-CENTERS, Inc; MarkData; Medical Care Development International; Populations Services International; Project Concern International; ResourceLinC US leadership: Air Force Medical Service (AFMS); Army Medical Department Representative (AMEDD); Bureau of Medicine and Surgery; Chief of Naval Operations (CNO); Office of the Global AIDS Coordinator (OGAC); Office of the Secretary of Defense (OSD) African Affairs; OSD Health Affairs; OSD Special Operations/Low Intensity Conflict; Secretary of the Navy/Army/Air Force; Surgeons General of the Navy/Army/Air Force; USCENTCOM; U.S. Embassies (Defense Attachés/ Security Assistance Officers); USEUCOM; USPACOM; USSOUTHCOM Air Force international health specialists
POC information	Executive agent for DoD: Naval Health Research Center (NHRC), DHAPP Management Office (619-553-8400) OSD (SO/LIC & IC)

Table A.27
Defense Research, Development, Test and Evaluation Information Exchange Program

Title	Defense Research, Development, Test and Evaluation (RDT&E) Information Exchange Program (IEP)
Authority	10 U.S.C. §2358, "Research and development projects"
Processes and agreements	IEP agreements with the participating countries Foreign disclosure process
Objective(s)	To explore opportunities for and promote future international RDT&E cooperation, standardization, and interoperability To establish and/or nurture relationships between the technical communities of the U.S. government and the technical communities of other nations (for future acquisitions and promoting broader defense relationships) To be aware of developments outside the United States in defense and defense-related RDT&E (for future acquisitions) To learn what other nations are developing (for acquisition and broader defense planning activities) To impart to partner nations the U.S. vision of the potential impact of information exchanges on various defense equipment programs (for acquisition and broader defense planning activities) To reduce costs by avoiding unnecessary duplication of RDT&E efforts
Linkages to guidance	DoDI 2015.4, "Defense Research, Development, Test and Evaluation (RDT&E) Information Exchange Program (IEP)"; DoDD 5134.1, "Under Secretary of Defense for Acquisition, Technology and Logistics (USD(AT&L))"; DoDD 5530.3, "International Agreements"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Research and development
Security cooperation activities	RDT&E Information exchanges
Funding sources	AF O&M funds
Other resources	None
POC information	SAF/IAPQ (703-588-1016) Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L))

Table A.28
Defense Resource Management Study Program

Title	Defense Resource Management Study Program (DRMS)
Authority	10 U.S.C. §168, "Military-to-military contacts and comparable activities" 10 U.S.C. §1051, "Bilateral or regional cooperation programs: payment of personnel expenses
Processes and agreements	None
Objective(s)	This program provides support toward the reform of defense resource management process of foreign countries in the process of establishing democratic control in the areas of defense and national security The focus is on improving analytical capabilities and strengthening decisionmaking process while fostering transparency and ensuring democratic control of the defense establishment The goal is for the host country to have the ability to allocate defense resources in a way that best satisfies their internal security requirements and contributes to regional and global security
Linkages to guidance	DoDD 5530.3, "International Agreements" AFI 16-110, "USAF Participation in International Armaments Cooperation" DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building Information exchanges Training Conferences, workshops
Security cooperation activities	Education Information exchanges Defense/military contacts
Funding sources	Warsaw Initiative Funds
Other resources	None
POC information	OSD Office of Cost Assessment and Program Evaluation (CAPE) (703-695-7490)

Table A.29
Developing Country Combined Exercise Program

Title	Developing Country Combined Exercise Program (DCCEP)
Authority	10 U.S.C. §2010, "Participation of developing countries in combined exercises: payment of incremental expenses"
Processes and agreements	The DCCEP pays the incremental expenses of the goods and services consumed by a developing country as a direct result of its participation in a combined exercise with the U.S. Such expenses include rations, fuel, training ammunition, and transportation
Objective(s)	To strengthen ties with foreign military counterparts in developing nations through exercises that enhance U.S. security interests
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management" DoDD 5530.3, "International Agreements" GEF; GPS; COCOM TCPs DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterterrorism Counternarcotics Counter-WMD Law enforcement Border security Disaster relief Research and development Maritime security ISR Peacekeeping Stabilization and reconstruction Humanitarian assistance Defense institution building Missile defense Port security Health Cyber Aviation expertise Demining Counterinsurgency Counter-threat finance
Security cooperation activities	Exercises
Funding sources	AF O&M
Other resources	None
POC information	HQ AF/A3O-AT (703-697-7706)

Table A.30
Direct Commercial Sales

Title	Direct Commercial Sales (DCS)
Authority	22 U.S.C. §2776, "Reports and certifications to Congress on military exports" 22 U.S.C. §2761 (AECA, Section 38) International Traffic in Arms Regulations (ITAR), 22 CFR 120-130
Processes and agreements	Not administered by DoD, but FMF may be used on a case-by-case basis for direct commercial purchasing
Objective(s)	Allows eligible governments or international organizations to purchase defense articles or services directly from U.S. industry under a license issued by DoS. Countries can generally choose between FMS and DCS
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoD 5105.38-M, "Security Assistance Management Manual (SAMM)"; DoDD 5530.3, "International Agreements"; International Traffic in Arms Regulations (ITAR) [22 CFR 120-130]; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Counterterrorism Counternarcotics Counter-WMD Law enforcement Border security Disaster relief Maritime security ISR Peacekeeping Stabilization and reconstruction Humanitarian assistance Missile defense Port security Health Demining Counterinsurgency Counter-threat finance Cyber Aviation expertise
Security cooperation activities	Equipment Supplies Training
Funding sources	FMF Foreign national accounts
Other resources	None
POC information	SAF/IARW (703-588-8850) Other participants: Office of Defense Trade Controls, Bureau for Political-Military Affairs, DSCA

Table A.31
Distinguished Visitors Orientation Tours and Orientation Tour Program

Title	Distinguished Visitors Orientation Tours (DVOT) and Orientation Tour (OT) Program
Authority	22 U.S.C. (AECA, Section 23) 22 U.S.C. §2348 (FAA, Sections 571-574) 22 U.S.C. §2396 (FAA, Section 636(g))
Processes and agreements	LOR/LOA Foreign disclosure process Requests for OTs are made by the interested countries' Security Assistance Office, Office of Defense Cooperation, U.S. defense attaché or foreign ministry of defense The request is programmed through the U.S. Army Security Assistance Training Field Activity and executed by NDU in coordination with DSCA A tour is designated a DVOT when a member of the international delegation is a general flag officer or civilian equivalent Tours can last from one to two weeks, and are limited to no more than five DVOT participants or seven OT participants excluding a U.S. escort officer and translators
Objective(s)	To show senior leaders how to better manage defense resources and how to interact within the new civil-military defense structure This is often the first program when a country first receives Security Assistance. Provided to nations whose government structure is undergoing a transition, nations who have new defense leaders as a result of the end of a civil war or possibly for a nation that is transitioning for the first time to a civilian ministry of defense Tours provide hand-tailored, short, intensive training specifically designed to familiarize selected international mid- and senior-level military officers and ministry civilians to the types of training provided by U.S. security assistance (e.g., IMET, E-IMET, FMS) and to meet country-specific needs
Linkages to guidance	DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense Institution Building
Security cooperation activities	Training Defense/military contacts Education
Funding sources	IMET E-IMET
Other resources	Tours consist of visits to military training facilities, schools, and government agencies where the relevant expertise resides. Tour itineraries are generally intensive and travel may cover much of the geographic United States. A typical tour may involve approximately ten visits in fourteen days. During the tour, delegates are exposed to the American people, culture, and landscape through informational programs
POC information	International Student Management Office (ISMO), National Defense University (202-685-4240)

Table A.32
DoD Support for Counter-Drug Activities of Certain Foreign Governments (Section 1033)

Title	DoD Support for Counter-Drug Activities of Certain Foreign Governments (Section 1033)
Authority	P.L. 111-084, NDAA for FY 2010, Section 1014 (amends subsection (a)(2) section 1033 of P.L. 105– 85, NDAA for FY 1998, 111 Stat. 1881)
Processes and agreements	Secretary of Defense shall consult with the Secretary of State Congressional notifications
Objective(s)	To authorize transfer and maintenance or upgrade of non-lethal equipment and supplies for certain countries (22 countries as of 2010) engaged in counter-drug activities (transfer of certain lethal equipment and supplies to Afghanistan is authorized)
Linkages to guidance	CJCSI 3710.01B, "DoD Counterdrug Support"; AFI 10-801, "Assistance to Civilian Law Enforcement Agencies"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counternarcotics Counterterrorism ISR
Security cooperation activities	Equipment Supplies Training Information exchanges
Funding sources	Title 10 O&M funds
Other resources	None
POC information	OSD (SO/LIC & IC) (703-697-7202)

Table A.33
Drawdown Special Authority

Title	Drawdown Special Authority
Authority	22 U.S.C. §2318 (FAA, Section 506 (a)(1) & (2)(A))
Processes and agreements	Presidential determination initiated by DoS Items are treated as Military Assistance Program (MAP) material and processed as an FMS case by DSCA
Objective(s)	To provide the President with the authority to direct the drawdown of defense articles and services, including military education and training, from DoD and other government agencies for the national interest. Congress may also pass legislation authorizing a drawdown for a specific purpose, such as support for response to natural disaster
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"; DoD 5105.38-M, "Security Assistance Manual (SAMM)"
Purpose(s)	Humanitarian assistance Disaster relief Health Peacekeeping Stabilization and reconstruction Counterterrorism Counternarcotics Counter-WMD
Security cooperation activities	Equipment Supplies Training
Funding sources	Title 10 O&M funds
Other resources	None
POC information	DSCA Policy Division, Strategy Directorate (703-604-6612) SAF/IA country directors DoS

Table A.34
Electronic Combat International Security Assistance Program

Title	Electronic Combat International Security Assistance Program (ECISAP)
Authority	22 U.S.C. §§2761 2394, 2769, 2763 (AECA Section 22, 22, 29)
Processes and agreements	LOR/LOA Foreign disclosure process Technology Transfer process
Objective(s)	Single management focal point of initial (pre-aircraft –delivery) and sustainment (post-aircraft-delivery) engineering software and system hardware support of FMS and security assistance electronic combat (EC) equipment
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterterrorism Counterinsurgency Aviation expertise ISR
Security cooperation activities	Equipment Supplies
Funding sources	FMF Foreign national accounts
Other resources	FMS 562nd Combat Sustainment Squadron
POC information	SAF/IARW (703-588-1917) WR-ALC

Table A.35
Engineer and Scientist Exchange Program (ESEP)

Title	Engineer and Scientist Exchange Program (ESEP)
Authority	10 U.S.C. §168, "Military-to-military contacts and comparable activities" P.L. 104-201, NDAA for FY 1997, Section 1082 P.L. 111-084, NDAA for FY 2010, Section 1207
Processes and agreements	SAF/IAPQ provides policy guidance MOUs with participating countries The parent party, the DoD/MoD to which exchange personnel belong, will bear the costs of carrying out its participation in the ESEP, including the permanent change of station (PCS) costs of its ESEP participant. The host organization will bear the expenses for official temporary duty (TDY) of ESEP personnel. The parent party will pay for any other travel of ESEP personnel for administrative purposes Foreign disclosure process
Objective(s)	To promote international cooperation in military research, development, and acquisition through the exchange of defense scientists and engineers (S&E)
Linkages to guidance	AFPD 16.1 "International Affairs"; DoDD 5530.3, "International Agreements"; DoDI 5230.20, "Visits and Assignments of Foreign Nationals"; AFI 16-201, "Air Force Foreign Disclosure and Technology Transfer Program"; AFI 16-110, "US Air Force Participation in International Armaments Cooperation (IAC)"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Research and development
Security cooperation activities	Personnel exchanges RDT&E
Funding sources	AF O&M funds Foreign national accounts
Other resources	ESEP is part of the Defense Personnel Exchange Program (DPEP)
POC information	SAF/IAPQ (703-588-1016) Air Force Office of Scientific Research (AFOSR)/IO

Table A.36
Exercise-Related Construction

Title	Exercise-Related Construction (ERC)
Authority	10 U.S.C. §2805, "Unspecified minor construction"
Processes and agreements	United States Agency for International Development (USAID) shall submit a report to the Committees on Appropriations at least 5 days prior to beginning a new program of assistance
Objective(s)	For construction outside the U.S. in conjunction with a JCS exercise where there is no permanent U.S. presence Construction is used during an exercise but remains intact for host nation after departure
Linkages to guidance	CJSCI 4600.01 DoD 4270.5, "Military Construction"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Counterterrorism Counternarcotics Counter-WMD Law enforcement Border security Disaster relief Maritime security ISR Peacekeeping Stabilization and reconstruction Humanitarian assistance Missile defense Port security Health Demining Counterinsurgency Counter-threat finance Cyber Aviation expertise
Security cooperation activities	Construction Exercises
Funding sources	MILCON funds
Other resources	None
POC information	Joint Staff Logistics Engineering (J4/ED) (703-697-0744) USD (AT&L)

Table A.37
Excess Defense Articles

Title	Excess Defense Articles (EDA)
Authority	22 U.S.C. § 2321(j) (FAA, Section 516) - grants and sales
	22 U.S.C. § 2761 (AECA, Section 21) - sales
Processes and agreements	LOR/LOA
	Foreign disclosure process
	technology transfer process
	EDA may be transferred by grant (specified countries) or sale (any FMS-eligible country)
	While EDA can be transferred at no-cost, the recipient must typically pay for any transportation or repair charges. Under certain circumstances, the transportation charge can be waived, with the cost absorbed by DoD
	Prices range from 5% to 50% of original acquisition value, depending on the condition of the article
	Foreign countries are encouraged to visually inspect any offered items and are responsible for all refurbishment, follow-on support, training, and transportation either through FMS/FMF or commercially
Objective(s)	To sell or transfer U.S. defense articles that are no longer needed by U.S. Armed Forces; equipment is offered "as-is/where-is" and usually requires repair
	To strengthen deterrence, encourage defense responsibility, support U.S. readiness, and increase interoperability between coalition partners via transfer of defense articles
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoD 5105.38-M, "Security Assistance Management Manual (SAMM)"; DoDD 5530.3, "International Agreements"; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability
	Counterterrorism
	Counternarcotics
	Counter-WMD
	Law enforcement
	Border security
	Disaster relief
	Maritime security
	ISR
	Peacekeeping
	Stabilization and reconstruction
	Humanitarian assistance
	Missile defense
	Port security
	Health
	Demining
	Counterinsurgency
	Counter-threat finance
	Cyber
	Aviation expertise
Security cooperation activities	Equipment
	Supplies
Funding sources	Title 10 O&M
Other resources	EDA can be made available to countries eligible for security assistance
	DSCA manages in coordination with DoS and Department of Commerce
POC information	SAF/IARW (703-588-8850)
	Other participants: AFSAC, DSCA

Table A.38
Export Control and Related Border Security Program

Title	Export Control and Related Border Security (EXBS) Program
Authority	22 U.S.C. §2301 (FAA, Section 582), "Nonproliferation and Export Control Assistance: Authorization of Assistance" 22 U.S.C. §5853, "FREEDOM Support Act," Section 503 22 U.S.C. §5854, "FREEDOM Support Act," Section 504
Processes and agreements	Host countries must sign WMD agreement
Objective(s)	To help other countries improve and maintain their export control systems by focusing on implementation of comprehensive export control legislation, emphasizing government-to-industry outreach, and enhancing their ability to enforce export controls and border security
Linkages to guidance	EXBS Strategic Plan; http://www.exportcontrol.org; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counter-WMD Border security
Security cooperation activities	Training Equipment Conferences, workshops Defense/military contacts
Funding sources	Nonproliferation, antiterrorism, demining, and related programs (NADR) funds
Other resources	Conducted in conjunction with DHS International Border Interdiction Training (IBIT) DoS partners with DHS (CBP/ICE/USCG), DOE, DOC, DoD, and the private sector to implement the program Many country teams have EXBS advisors
POC information	DoS, Bureau of International Security and Nonproliferation, Office of Export Control Cooperation (202-647-1966)

Table A.39
Extended Training Services Support

Title	Extended Training Services Support (ETSS)
Authority	10 U.S.C. §2350a, "Cooperative Research and Development Agreements" 10 U.S.C. § 2350(l), "Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations" 22 U.S.C. §2767 (AECA, Section 27) 22 U.S.C. §2796(d) (AECA, Section 65)
Processes and agreements	None
Objective(s)	To provide in-country training for equipment purchased from USAF until indigenous capability is developed
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; AFI 16-105, "Joint Security Assistance Training"; DoDD 5530.3, "International Agreements"; DoD 5105.38-M, "Security Assistance Management Manual (SAMM)"; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Counterterrorism Counternarcotics Counter-WMD Law enforcement Border security Disaster relief Maritime security ISR Peacekeeping Stabilization and reconstruction Humanitarian assistance Missile defense Port security Health Demining Counterinsurgency Counter-threat finance Cyber Aviation expertise
Security cooperation activities	Equipment Training Defense/military contacts
Funding sources	FMF Foreign national accounts
Other resources	FMS/FMF
POC information	SAF/IAR (703-588-8820) Other participants: DSCA, AFSAC, AFSAT

Table A.40
Field Studies Program for International Military and Civilian Students and Military-Sponsored Visitors

Title	Field Studies Program (FSP) for International Military and Civilian Students and Military-Sponsored Visitors
Authority	22 U.S.C. §§2751-2799aa (AECA) 22 U.S.C. §2271, "Central America Democracy, Peace, and Development Initiative" 22 U.S.C. §2295, "Support for Economic and Democratic Development of the Independent States of the Former Soviet Union"
Processes and agreements	LOR/LOA Foreign disclosure process DSCA, Management Division of the Programs Directorate exercises oversight of the FSP AFSAT provides guidance for the implementation of the FSP for all USAF IMS in CONUS; approves fund estimates; and provides funds to support all USAF FSP activities
Objective(s)	To provide participants with an awareness and understanding of the facets of the American democratic way of life, including human rights; law of war; international peace and security; U.S. government institutions; political processes, the judicial system; the free market system; media; education; health and human services; diversity and American life
Linkages to guidance	DoDI 5410.17, "United States Field Studies Program (FSP) for International Military and Civilian Students and Military-Sponsored Visitors"; Deputy Secretary of Defense Memorandum, "DoD Directives Review – Phase II," July 13, 2005; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building
Security cooperation activities	Training Education
Funding sources	IMET
Other resources	Includes training courses and orientation of international military and civilian students and military- sponsored visitors to the U.S. under the Security Assistance Training Program and other programs administered through security assistance channels Funds for conducting the FSP are generated by charges included in the training tuition price
POC information	SAF/IAPD (703-588-8865)

Table A.41
Flight Training Exchanges

Title	Flight Training Exchanges
Authority	22 U.S.C. (FAA, Section 544(b))
Processes and agreements	FTEs must be pursuant to an international agreement, which provides for the exchange of students on a one-for-one basis during the same U.S. fiscal year
	FTEs with the United Arab Emirates (UAE) Air Warfare Center are separately authorized
Objective(s	To authorize no-cost, reciprocal flight training student exchanges
	May include test pilot schools, military, or civilian defense personnel
Linkages to guidance	AFI 16-105, "Joint Security Assistance Training (JSAT)"; DoD 5105.38-M, C10.7.8.3, "Security Assistance Management Manual (SAMM)"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Aviation expertise
Security cooperation activities	Personnel exchanges
	Training
Funding sources	AF O&M funds
Other resources	None
POC information	SAF/IAP (703- 588-8334)
	DSCA, Policy, Plans, and Programs Directorate

Table A.42
Foreign Comparative Testing Program

Title	Foreign Comparative Testing Program (FCT)
Authority	10 U.S.C. §2350a(g), "Cooperative Research and Development Agreements" 10 U.S.C. §2350(l), "Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations" 10 U.S.C. §2360, "Research and development laboratories: contracts for services of university students" 22 U.S.C. §2767 (AECA) 22 U.S.C., beginning with §2151 (FAA)
Processes and agreements	Cooperative Research and Development Agreement (CRADA) Air Force Information Exchange Program Foreign disclosure process Technology transfer process Contracting
Objective(s)	To evaluate defense equipment, munitions, and technologies developed by U.S. allies and other friendly countries to determine their ability to satisfy U.S. military requirements
Linkages to guidance	AF 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "US Air Force Participation in International Armaments Cooperation (IAC)"; DoDD 5000.1, "The Defense Acquisition System"; DoDI 5000.2, "Operation of the Defense Acquisition System"; DoDD 5530.3, "International Agreements"; DoDD 3100.3, "Cooperation with Allies in Research and Development of Defense Equipment"; DoDD 2000.9, "International Coproduction Projects and Agreements between the United States and Other Countries or International Organizations"; DoDI 2010.4, "U.S. Participation in Certain NATO Groups Relating to Research, Development, Production, and Logistic Support of Military Equipment;" DoDD 2010.6, "Standardization and Interoperability of Weapon Systems and Equipment within the North Atlantic Treaty Organization"; GEF; AF GPS; AF CSP; CCDR Campaign Plans; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building Research and development Interoperability
Security cooperation activities	Defense/military contacts Equipment Experimentation RDT&E
Funding sources	AF O&M funds AF R&D funds
Other resources	None
POC information	SAF/IAPQ (703-588-8945) Other Participants: OSD AT&L, DUSD Advanced Systems and Concepts (AS&C); MAJCOMS

Table A.43
Foreign Military Construction Sales (FMCS)

Title	Foreign Military Construction Sales (FMCS)
Authority	22 U.S.C. §2769, "Foreign military construction sales"
Processes and agreements	Sales agreement and sales procedures generally parallel those of FMS
Objective(s)	Sale of design and construction services by the USG to eligible purchasers (countries or international organizations)
Linkages to guidance	Guidance: DoD 5105.38-M, "Security Assistance Management Manual (SAMM)"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterterrorism Counternarcotics Counter-WMD Law enforcement Border security Disaster relief Maritime security ISR Peacekeeping Stabilization and reconstruction Humanitarian assistance Missile defense Port security Health Demining Counterinsurgency Counter-threat finance Cyber Aviation expertise
Security cooperation activities	Construction
Funding sources	FMS administration funds FMF Foreign national accounts
Other resources	Agreements are usually implemented by the MILDEP civil engineering agencies
POC information	DSCA OPS (703-664-6615)

Table A.44
Foreign Military Sales

Title	Foreign Military Sales (FMS)
Authority	22 U.S.C. § 2761 (AECA, Section 21) 22 U.S.C. § 2762 (AECA, Section 22) 22 U.S.C. § 2769 (AECA, Section 29)
Processes and agreements	LOR/LOA Foreign disclosure process Technology transfer process
Objective(s)	To enable eligible foreign governments to purchase defense articles, services and training from DoD stocks, or new procurements under DoD managed contracts To strengthen deterrence, encourage defense responsibility, support U.S. readiness, and increase interoperability between coalition partners via transfer of defense articles
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoDD 5530.3, "International Agreements"; DoD 5105.38-M, "Security Assistance Management Manual (SAMM)"; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Counterterrorism Counternarcotics Counter-WMD Law enforcement Border security Disaster relief Maritime security ISR Peacekeeping Stabilization and reconstruction Humanitarian assistance Missile defense Port security Health Demining Counterinsurgency Counter-threat finance Cyber Aviation expertise
Security cooperation activities	Equipment Supplies Training
Funding sources	FMS administrative funds FMF Foreign national accounts
Other resources	Countries can generally choose between FMS and DCS DoS provides policy supervision and must approve all transfers; DoD/DSCA executes
POC information	SAF/IAR (703-588-8820) Other participants: AFSAT; AFSAC; DSCA/STR-POL; DoS/PM/RSAT

Table A.45
Global Peace Operations Initiative

Title	Global Peace Operations Initiative (GPOI)
Authority	22 U.S.C. § 2348 (FAA, Sections 551-554) P.L. 111-8 Title I
Processes and agreements	LOR/LOA Foreign disclosure process Technology transfer process
Objective(s)	To enhance international capacity to effectively conduct UN and regional peace support operations (PSOs) by building partner country capabilities to train and sustain peacekeeping proficiencies To increase the number of capable military troops and formed police units (FPUs) available for deployment To facilitate the preparation, logistical support, and deployment of military units and FPUs to PSOs From FY 2010 to FY 2014, GPOI will seek to (1) assist partner countries to establish and strengthen the institutional infrastructure required to achieve and sustain PSO training self-sufficiency for military personnel; (2) train 242,500 peacekeepers, at least two-thirds (162,500) indigenously by GPOI-trained trainers; (3) provide support to deploying units (technical assistance, pre-deployment training, equipment, logistics support, deployment-related facilities upgrades, limited transportation assistance, and in-mission supplemental training); (4) enhance capacity of regional/subregional organizations to train for, plan, deploy, manage, sustain, and obtain and integrate lessons learned from PSOs; (5) enhance efforts to establish and strengthen the institutional infrastructure and doctrinal framework required to train, equip, and deploy FPUs; and (6) support the continuation and enhancement of multilateral approaches/partnerships to coordinate international contributions to PSO capacity building efforts
Linkages to guidance	DoS and DSCA 632(b) MOA; DoD 5105.38-M, "Security Assistance Management Manual (SAMM)"; Foreign Assistance Act, DoS GPOI Implementer's Guide (informal); AFMAN 16-101, "International Affairs and Security Assistance Management"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Peacekeeping Law enforcement Stabilization and reconstruction Border security Counterinsurgency
Security cooperation activities	Training Provide air/sealift Equipment Needs/capabilities assessments
Funding sources	Global Peace Operations Initiative funds
Other resources	Note: GPOI subsumes the African Contingency Operations Training and Assistance (ACOTA) program, and the Enhanced International Peacekeeping Capabilities (EIPC) program, which were previously funded by FMF
POC information	Deputy Assistant Secretary of Defense for Partnership Strategy & Stability Operations (DASD(PS&SO)) (703-614-4663)

Table A.46
Global Threat Reduction Initiative

Title	Global Threat Reduction Initiative (GTRI)
Authority	50 U.S.C. §2569, "Acceleration of removal or security of fissile materials, radiological materials, and related equipment at vulnerable sites worldwide"
Processes and agreements	Host countries must sign WMD agreement Congressional notifications
Objective(s)	To remove and/or secure high-risk nuclear and radiological materials and equipment around the world that pose a threat to the United States and to the international community To comprehensively address all vulnerable nuclear and radiological materials throughout the world and secure and/or remove these materials and equipment of concern as expeditiously as possible
Linkages to guidance	DOE Order 142.4, "International Commitments Management"; National Nuclear Security Administration (NNSA) Strategic Plan; INMP&C program Strategic Plan
Purpose(s)	Counter-WMD
Security cooperation activities	Needs/capabilities assessments Equipment Supplies Construction Training Provide air/sealift
Funding sources	International nuclear materials protection and cooperation (NDAA, Sec. 4601, "Department of Energy National Security Programs")
Other resources	None
POC information	DOE NNSA/NA-21 (202-586-2391)

Table A.47
Global Train and Equip Program

Title	Global Train and Equip Program (Section 1206)
Authority	P.L. 110-417, NDAA for FY 2009, Section 1206, extends P.L. 109-163 NDAA for FY 2006, Section 1206, until September 30, 2011
Processes and agreements	Pseudo LOR/LOA Foreign disclosure process Technology transfer process Requires 15-day notification to congressional defense and foreign affairs committees
Objective(s)	To provide equipment, supplies, and training to build the capacity of foreign national military forces to conduct counterterrorist operations and participate in or support military and stability operations in which U.S. forces participate
Linkages to guidance	DOD Instruction 3000.05, "Stability Operations", AFMAN 16-101, "International Affairs and Security Assistance Management"; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterinsurgency Counterterrorism Coalition operations Stabilization and reconstruction Maritime security
Security cooperation activities	Equipment Supplies Training
Funding sources	Section 1206 funds
Other resources	None
POC information	OSD (SO/LIC & IC) (703-697-2989) DSCA/PGM-BPC

Table A.48
Humanitarian and Civic Assistance

Title	Humanitarian and Civic Assistance (HCA)
Authority	10 U.S.C. §401, "Humanitarian and Civic Assistance (HCA) provided in conjunction with military operations" P.L. 110-329, "The Consolidated Security, Disaster Assistance, and Continuing Appropriations Act, 2009," Section 8012
Processes and agreements	Any developing nation where U.S. Forces are deployed can request HCA The GCC nominates such action for OSD staffing and for DSCA approval and funding (funding is separate from Overseas Humanitarian Assistance and Civil Aid (OHDACA)) Congressional report on projects and/or activities required HCA projects and activities must promote security interests of both the U.S. and foreign country; promote operational readiness skills of the U.S. Forces; and complement but not duplicate any other U.S. assistance; serve the basic economic and social needs of the country's people HCA cannot be provided to military or paramilitary organizations
Objective(s)	To permit U.S. military forces to carry out HCA projects and activities in conjunction with military operations overseas Used to build or repair basic roads, schools, public buildings, well drilling, and basic sanitation upgrades; additionally, can be used for basic medical, dental, surgical, and veterinary care
Linkages to guidance	DoDD 2205.2, "Humanitarian and Civic Assistance (HCA) Activities"; DoD 5105.38-M, "Security Assistance Management Manual"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Disaster relief Stabilization and reconstruction Humanitarian assistance Health
Security cooperation activities	Needs/capabilities assessments Equipment Construction Supplies
Funding sources	Title 10 O&M funds
Other resources	Program directed by DASD(PS&SO)
POC information	Defense Security Cooperation Agency, Programs Directorate, Office of Humanitarian Assistance, Disaster Relief and Mine Action (DSCA/PGM-HDM) (703-329-3660)

Table A.49
Humanitarian Assistance

Title	Humanitarian Assistance (HA)
Authority	10 U.S.C. §2561, "Humanitarian Assistance"
Processes and agreements	Annual report to Congress required
Objective(s)	To provide transportation of humanitarian relief and conduct humanitarian assistance activities worldwide
	In addition to transportation of humanitarian relief, typical projects include the refurbishment of medical facilities, construction of school buildings, digging of wells, improvement of sanitary facilities, and training of host country personnel in internally displaced persons/refugee repatriation operations and in disaster relief and emergency response planning
Linkages to guidance	DoD Directive 3000.05, "Stability Operations"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Humanitarian assistance Disaster relief Health Demining Stabilization and reconstruction
Security cooperation activities	Equipment Supplies Construction Provide air/sealift
Funding sources	OHDACA Humanitarian Assistance Program funds
Other resources	None
POC information	Defense Security Cooperation Agency, Programs Directorate, Office of Humanitarian Assistance, Disaster Relief and Mine Action (DSCA/PGM-HDM) (703-329-3660)

Table A.50
Humanitarian Assistance Excess Property Program

Title	Humanitarian Assistance Excess Property Program (HAP-EP)
Authority	10 U.S.C. §2557, "Excess nonlethal supplies: availability for homeless veteran initiatives and humanitarian relief"
Processes and agreements	Report to Congress is required
	Excess supplies made available for humanitarian relief purposes under this section shall be transferred to the Secretary of State, who shall be responsible for the distribution of such supplies
Objective(s)	The SecDef may make available for humanitarian relief purposes any nonlethal excess supplies of the DoD
	The term "nonlethal excess supplies" means property, other than real property, of the Department of Defense (a) that is excess property, as defined in regulations of the Department of Defense; and (b) that is not a weapon, ammunition, or other equipment or material that is designed to inflict serious bodily harm or death
Linkages to guidance	DoD Directive 3000.05, "Stability Operations"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Humanitarian assistance
	Disaster relief
Security cooperation activities	Equipment
	Supplies
Funding sources	OHDACA Humanitarian Assistance Program funds
Other resources	None
POC information	Defense Security Cooperation Agency, Programs Directorate, Office of Humanitarian Assistance, Disaster Relief and Mine Action (DSCA/PGM-HDM) (703-329-3660)

Table A.51
Humanitarian Assistance Space Available Transportation

Title	Humanitarian Assistance Space Available Transportation
Authority	10 U.S.C. §402, "Transportation of humanitarian relief supplies to foreign countries"
Processes and agreements	Supplies may be transported under Section 402 only on a space available basis
Objective(s)	Authorizes DoD to transport to any country, without charge, supplies which have been furnished by a nongovernmental source and which are intended for humanitarian assistance
Linkages to guidance	DoD Directive 3000.05, "Stability Operations"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Humanitarian assistance Disaster relief Health
Security cooperation activities	Provide air/sealift
Funding sources	OHDACA Humanitarian Assistance Program funds
Other resources	None
POC information	Defense Security Cooperation Agency, Programs Directorate, Office of Humanitarian Assistance, Disaster Relief and Mine Action (DSCA/PGM-HDM) (703-329-3660)

Table A.52
Humanitarian Daily Rations

Title	Humanitarian Daily Rations (HDRs)
Authority	10 U.S.C. §2561, "Humanitarian Assistance"
Processes and agreements	OHDACA funds are used to purchase HDRs; AF O&M funds are provided to USTRANSCOM for transporting HDRs
Objective(s)	To procure and provide low cost, nutritional, easily delivered, daily rations for use in foreign countries to alleviate hunger after man-made or natural disasters
Linkages to guidance	DoD 5105.38-M, "Security Assistance Management Manual"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Humanitarian assistance Health Disaster relief Stabilization and reconstruction
Security cooperation activities	Supplies
Funding sources	OHDACA Humanitarian Assistance Program funds AF O&M funds
Other resources	None
POC information	Defense Security Cooperation Agency, Programs Directorate, Office of Humanitarian Assistance, Disaster Relief and Mine Action (DSCA/PGM-HDM) (703-329-3660)

Table A.53
Humanitarian Demining Research and Development Program

Title	Humanitarian Demining Research and Development (HD R&D) Program
Authority	10 U.S.C. §407, "Humanitarian demining assistance: authority; limitations" Arms Control Export Act, Section 65
Processes and agreements	Equipment capabilities are assessed by host nation demining partners in actual demining conditions
	Areas of emphasis are identified and validated at an annual Requirements Workshop held by the OASD SO/LIC, which involves representatives from the COCOMs and from mine affected nations
Objective(s)	To develop technologies to improve the efficiency and safety of removing post-conflict landmines and UXO, which are a significant danger to U.S. forces performing peace and stability operations, as well as to civilians
	To adapt commercial-off-the-shelf (COTS) equipment, integrate mature technologies, and leverage R&D activity within DoD, particularly in the Army Night Vision Electronic Sensors Directorate (NVESD) Tactical Countermine mission area
Linkages to guidance	DoD 5105.38-M, "Security Assistance Management Manual"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Demining Research and development Humanitarian assistance
Security cooperation activities	RDT&E
Funding sources	Title 10 RDT&E funds
Other resources	Under OASD SO/LIC, the HD R&D Program is a strong participant in the International Test and Evaluation Program (ITEP)
	International Partnerships: International Test and Evaluation Program for Humanitarian Demining; Geneva International Centre for Humanitarian Demining; United Nations Mine Action Service
	Organizational Partners: Cambodia Mine Action Center; Chilean National Demining Commission; Golden West Humanitarian Foundation; the HALO Trust; Mines Advisory Group; National Demining Center of Ecuador; Organization of American States – Mine Action Program; Thailand Mine Action Center
POC information	Countermine Division of the U.S. Army Research, Development, and Engineering Command's Communications-Electronics Research, Development and Engineering Center, Night Vision and Electronic Sensors Directorate (RDECOM-CERDEC-NVESD) executes the HD R&D Program. (703-704-2769)
	OASD (SO/LIC & IC) provides policy guidance and oversight; reviews and approves requests for in-country field assessments and operational field evaluations; is responsible for liaison with the U.S. Department of State
	DSCA (Programs Directorate) reviews budget proposals for all demining-related activities in coordination with ASD(SO/LIC & IC)

Table A.54
Humanitarian Mine Action Program

Title	Humanitarian Mine Action (HMA) Program
Authority	10 U.S.C. §401,"Humanitarian and Civic Assistance (HCA) provided in conjunction with military operations"
	10 U.S.C. §407, "Humanitarian demining assistance: authority; limitations"
Processes and agreements	Any country experiencing the adverse affects of uncleared landmines may formally request help from the DoS through the U.S. Embassy
	Requests for funds generally begin in country with the SCO and are consolidated and prioritized at the GCC, and then forwarded to DSCA
	DSCA (PGM/HDM) staff manages the purchase, storage, and movement of HDRs, and reviews budget proposals for all demining-related activities in coordination with ASD(SO/LIC & IC)
	DSCA manages this program through the U.S. Army's Humanitarian Demining Training Center at Fort Leonard Wood, Missouri
	Program is executed by the COCOMs as part of the COCOM engagement strategy and run by the COCOM HMA PMs, with policy oversight from OSD (SO/LIC&IC)
	OHDACA funds (controlled by DSCA) are used by the HMA Program
	A report to Congress (specifically to the SASC, SFRC, HASC, HFAC) must be submitted annually on the preceding fiscal year's HMA and HCA activities
Objective(s)	To train host nations in the procedures of landmine clearance, mine risk education, and victims' assistance
	To provide unique training and readiness-enhancing benefits to U.S. Forces.
	To aid in the development of indigenous leadership and organizational skills to sustain the programs after U.S. military trainers have redeployed
	To advance geographical commanders' theater security cooperation strategies by providing them with a means to carry out peacetime engagement missions, and augments their capabilities to respond to humanitarian crises
Linkages to guidance	Guidance: DoD 5105.38-M, "Security Assistance Management Manual"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Humanitarian assistance
	Demining
Security cooperation activities	Training
	Supplies
	Equipment
Funding sources	OHDACA funds
Other resources	Much of this assistance is provided in coordination with the U.S. Embassy, the COCOMs, DoS, OASD/GSA, and USTRANSCOM
POC information	Defense Security Cooperation Agency, Programs Directorate, Office of Humanitarian Assistance, Disaster Relief and Mine Action (DSCA/PGM-HDM) (703-329-3660)
	U.S. Army's Humanitarian Demining Training Center at Fort Leonard Wood, Missouri

Table A.55
Program for Proliferation Prevention

Title	Program for Proliferation Prevention (PPP)
Authority	50 U.S.C. §2562a, "Initiative for Proliferation Prevention program" P.L. 111-85, The Energy and Water Development and Related Agencies Appropriations Act, 2010
Processes and agreements	PPP links American companies belonging to the United States Industry Coalition (USIC) to former Soviet weapons institutes through an intermediary, the U.S. National Laboratories of the Department of Energy Membership in USIC is required for any company that wishes to take advantage of IPP funding
Objective(s)	To divert scientists, engineers and technicians in the Newly Independent States (NIS) of the former Soviet Union from activities related to WMD to peaceful research, development, and commercial activities To create long-term, nonmilitary employment opportunities for former weapons researchers by developing high-technology spin-offs from these skilled scientists' capabilities
Linkages to guidance	None
Purpose(s)	Counter-WMD Research and development
Security cooperation activities	RDT&E
Funding sources	The Energy and Water Development and Related Agencies Appropriations Act
Other resources	PPP works through an industry group, the U.S. Industry Coalition (USIC), which helps American companies that wish to participate in the program navigate the challenging legal frameworks of the former Soviet Union
POC information	DOE/NNSA/NA-24 (202-586-0275)

Table A.56
Interdiction of Materials and Radiation Academy

Title	Interdiction of Materials and Radiation Academy (INTERDICT/RADACAD)
Authority	P.L. 111-84, NDAA for FY 2010, Section 3101, "National Nuclear Security Administration"
Processes and agreements	INTERDICT/RADACAD supports the ICP, SLD, and EXBS programs, which are supported by DOE, DHS, DoD, and DoS
Objective(s)	To train border inspectors from Central and Eastern Europe and the former Soviet Union to thwart potential smuggling of weapons of mass destruction
	To train both domestic U.S. (CBP) and international border security officers in the detection, identification, and interdiction of illicit transfers of material, commodities, and components used in the development, production, or deployment of nuclear, chemical, and biological weapons and their associated delivery systems
	To cover comprehensive training in the detection and interdiction of illicit traffic of radioactive materials
Linkages to guidance	DOE Order 142.4, "International Commitments Management"; National Nuclear Security Administration (NNSA) Strategic Plan; INMP&C program Strategic Plan
Purpose(s)	Counter-WMD Border security
Security cooperation activities	Training Education
Funding sources	International nuclear materials protection and cooperation (NDAA, Sec. 4601, "Department of Energy National Security Programs")
Other resources	Oversight is provided by Pacific Northwest National Laboratory
	Training is conducted at HAMMER (HAzardous Materials Management and Emergency Response) in Richland, Washington
POC information	DOE NNSA/NA-25 (202-586-2216) DOE/Pacific Northwest National Lab

Table A.57
International Border Interdiction Training

Title	International Border Interdiction Training (IBIT)
Authority	22 U.S.C. §2301 (FAA, Section 582), "Nonproliferation and Export Control Assistance: Authorization of Assistance" 22 U.S.C. §5853, "FREEDOM Support Act," Section 503 22 U.S.C. §5854, "FREEDOM Support Act," Section 504
Processes and agreements	Conducted primarily in conjunction with U.S. Export Control and Related Border Security (EXBS) Program (State Dept. Bureau of International Security and Nonproliferation) IBIT is part of the EXBS budget
Objective(s)	To provide training exercises for preventing proliferation of WMD, including the contraband interdiction methods and techniques used by U.S. Customs in the United States
Linkages to guidance	None
Purpose(s)	Counter-WMD Counterterrorism Border security
Security cooperation activities	Training Exercises
Funding sources	Nonproliferation, Antiterrorism, Demining, and Related Programs (NADR) funds
Other resources	DHS/CBP facilities and instructors at Port of Entry, Hidalgo, Texas
POC information	DHS/CBP (Customs and Border Protection) (202-344-3530)

Table A.58
International Container Security Program

Title	International Container Security (ICS) Program
Authority	Security and Accountability for Every Port (SAFE) Act of 2006
Processes and agreements	Host countries must sign WMD agreement ICS partners with DOE Second Line of Defense
Objective(s)	To install and test new or experimental radiation equipment/procedures at select Container Security Initiative (CSI) ports
Linkages to guidance	None
Purpose(s)	Counter-WMD Port security
Security cooperation activities	Equipment RDT&E Experimentation
Funding sources	Title 6 O&M funds
Other resources	None
POC information	DHS/CBP (202-344-3530)

Table A.59
International Cooperative Research and Development Program

Title	International Cooperative Research and Development (ICR&D) Program
Authority	10 U.S.C. § 2350a, "Cooperative Research and Development Agreements" P.L. 101-189, NDAA for FY 1990/1991
Processes and agreements	The Secretary of Defense (delegated to USD(AT&L)) must determine that the project will improve conventional defense capabilities through the application of emerging technology
	Projects must be pursuant to a formal international agreement; the international agreement can be a "Project" MOA, an "Umbrella" MOA, or a Project Agreement under an "umbrella" MOA
	The commitment of the USAF funding must be coordinated with the Program Element Monitor (PEM) for each PE
	Reporting requirements include quarterly reports, periodic financial reports, and project final reports
Objective(s)	To promote international armaments cooperation with NATO member states, NATO organizations, and major non-NATO allies by providing RDT&E funding to selected technology development and demonstration/validation projects that improve commonality, standardization, and interoperability
Linkages to guidance	AFI 16-110, "USAF Participation in International Armaments Cooperation"; AFMAN 16-101, "International Affairs and Security Assistance Management"; DoDD 5530.3, "International Agreements"; DoDI 2010.4, "U.S. Participation in Certain NATO Groups Relating to Research, Development, Production and Logistic Support of Military Equipment"; GEF; AF GPS; AF CSP; CCDR Campaign Plans; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Research and development
Security cooperation activities	Defense/military contacts Equipment RDT&E Experimentation
Funding sources	AF RDT&E funds Foreign national accounts
Other resources	None
POC information	SAF/IAPQ (703-588-1016)

Table A.60
International Counterproliferation Program

Title	International Counterproliferation Program (ICP)
Authority	P.L. 103-337, NDAA for FY 1995 P.L. 104-201, NDAA for FY 1997 P.L. 108-375, NDAA for FY 2005
Processes and agreements	Host countries must sign WMD agreement
Objective(s)	To provide training, equipment, and conduct WMD interdiction exercises in an effort to counter the threat of the proliferation of WMD-related materials and technologies globally, but primarily across the borders and through the independent states of the FSU, the Baltic region, and Eastern Europe
Linkages to guidance	OSD Strategic Policy Guidance for ICP DTRA ICP Seven Year Strategy
Purpose(s)	Counter-WMD Law enforcement Border security
Security cooperation activities	Training Conferences, workshops Exercises Equipment
Funding sources	Title 10 O&M funds
Other resources	DoD partners with the FBI and DHS to implement the ICP program
POC information	Executive Agent: DTRA/OS (703-767-2784)

Table A.61
International Engine Management Program

Title	International Engine Management Program (IEMP)
Authority	10 U.S.C. §2350a(g), "Cooperative Research and Development Agreements" 10 U.S.C. §2350(l), "Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations" 22 U.S.C. §2767 (AECA) 22 U.S.C., beginning with §2151 (FAA)
Processes and agreements	SAF/IARW establishes policy and provides program direction and oversight, and approves the establishment and organizational structure of each IEMG Funding by FMS countries on a shared-cost basis, depending on the number of engines the member possesses as of 1 January of the program year Foreign disclosure process Technology transfer process LOR/LOA
Objective(s)	To provide dedicated follow-on technical and engineering support to the FMS customers, through International Engine Management Groups
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoDD 5132.03, "DoD Policy and Responsibilities Relating to Security Cooperation"; DoDD 5530.3, "International Agreements"; GEF; GPS; AF CSP; CCDR Campaign Plans; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Aviation expertise
Security cooperation activities	Equipment Defense/militarycontacts
Funding sources	FMF Foreign national accounts
Other resources	None
POC information	SAF/IARW (703-588-8872) Other participants: delegated to HQ AFMC/IA for implementation and execution

Table A.62
International Military Education and Training

Title	International Military Education and Training (IMET)
Authority	22 U.S.C. §2347 (FAA, Section 541) 22 U.S.C. (FAA, Section 622) 22 U.S.C. (FAA, Section 647), "International Military Education and Training Accountability Act" 22 U.S.C. §2767 (AECA) P.L. 110-181, NDAA for FY 2008, Section 1212 P.L. 111-08, Omnibus Appropriations Act for FY 2009, Title IV P.L. 111-32, Supplemental Appropriations Act for FY 2009
Processes and agreements	Foreign disclosure process DoS reviews the Mission Strategic Plan requirements with DoD recommended IMET funding levels and determines a proposed amount for each eligible country/program for inclusion in the annual Foreign Operations Appropriations budget request
Objective(s)	To provide grant funding to countries to purchase U.S. military education and training. Objectives of IMET-funding training are: (1) further regional stability through mutually beneficial military-to-military relations that increase understanding and defense cooperation between the United States and foreign countries; (2) provide training that augments the capabilities of participant nations' military forces to support combined operations and interoperability with United States' forces; and (3) increase the ability of foreign military and civilian personnel to instill and maintain basic democratic values and protect internationally recognized human rights in their own government and military Objectives of Expanded IMET (E-IMET) programs are to (1) promote effective defense resource management; (2) foster greater respect for and understanding of the principle of civilian control of the military and the proper role of the military in a civilian-led democratic government; (3) contribute to cooperation between military and law enforcement personnel with respect to counternarcotics law enforcement efforts; or (4) promote improved and effective military justice systems and procedures in accordance with internationally recognized human rights
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; DoDD 5530.3, "International Agreements"; DoDD 5105.38-M (SAMM); GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building Counterinsurgency Counterterrorism Counternarcotics Counter-WMD ISR Peacekeeping Stabilization and reconstruction Missile defense Counter-threat finance Aviation expertise Cyber
Security cooperation activities	Training Defense/military contacts Education
Funding sources	IMET funds E-IMET funds
Other resources	Air Force professional military education and training organizations
POC information	SAF/IAPA (703-588-8468) Other participants: DoS/PM/PPA; DSCA/STR-PLN; DSCA/PGM-BPC (Program Management); DSCA/DBO-CMP (Financial Management); AETC; AFSAT

Table A.63
International Narcotics Control and Law Enforcement (INCLE) Program

Title	International Narcotics Control and Law Enforcement (INCLE) Program
Authority	22 U.S.C. §§ 2291–2291j, "International drug control and certification procedures" 22 U.S.C. §2348 (FAA, Sections 481–490), "International Narcotics Control"
Processes and agreements	Foreign disclosure process Training is arranged using an interagency agreement between the military department (AFSAT for Air Force) and DoS/INL The policies and procedures for INCLE training mirror those for FMS and IMET students with few exceptions DoS implements the program through interagency agreements with other U.S. government agencies, including DOJ and DHS
Objective(s)	To provide counternarcotics-related training to foreign military and law enforcement personnel in order to suppress the worldwide illicit manufacture and trafficking in narcotic drugs and to eliminate narcoterrorism INCLE program includes purchase of defense articles, services, and training Uses include (1) provision of aviation expertise and resources to eradicate and interdict illicit drugs, as well as illicit drug demand reduction programs; (2) strengthening of host nation law enforcement capabilities to work jointly with U.S. agencies on counterterrorism operations; (3) civilian police and justice programs; (4) improvement of security and political stability in post-conflict situations; (5) enhancement of host nation capabilities to stem money laundering and interdict sources of terrorist financing; (6) combating trafficking in persons; (7) strengthening border protection and countering alien smuggling; (8) increased host nation capacity to combat corruption and organized crime; (9) cybercrime, cybersecurity and intellectual property crime programs
Linkages to guidance	DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counternarcotics Border security Law enforcement Stabilization and reconstruction Cyber Aviation expertise
Security cooperation activities	Training Equipment
Funding sources	INCLE funds
Other resources	None
POC information	DoS, Bureau of International Narcotics and Law Enforcement Affairs (202-647-0396) SAF/IAPX (703-588-8961) AFSAT

Table A.64
International Nonproliferation Export Control Program

Title	International Nonproliferation Export Control Program (INECP)
Authority	P.L. 111-84, NDAA for FY 2010, Section 3101, "National Nuclear Security Administration"
Processes and agreements	INECP Global Proliferation Risk Assessment guides country selection and prioritization Cooperative agreements may be required for some projects
Objective(s)	To strengthen global efforts to prevent proliferation of WMD-related materials, equipment, and technology by improving licensing procedures and practices, promoting industry compliance, and strengthening enforcement capabilities Cooperative activities are implemented through scientist-to-scientist contacts with an eye toward establishing cadres of technical experts who can support the export control functions of their respective countries in the long-term
Linkages to guidance	INCEP Country Plans; DOE Order 142.4, "International Commitments Management"; National Nuclear Security Administration (NNSA) Strategic Plan
Purpose(s)	Counter-WMD
Security cooperation activities	Needs/capabilities assessments Training Conferences, workshops Education Equipment Personnel exchanges
Funding sources	The Energy and Water Development and Related Agencies Appropriations Act, 2010
Other resources	U.S. Export Control and Related Border Security (EXBS) Program The following regional institutions extend INECP's reach and contacts: Cooperative Monitoring Center; Council for Security Cooperation in the Asia Pacific; European Commission Joint Research Centre
POC information	DOE/NNSA, Office of Export Control Policy and Cooperation (NA-242) (202-586-1725)

Table A.65
Iraq Security Forces Fund

Title	Iraq Security Forces Fund (ISFF)
Authority	P.L. 111-32, Supplemental Appropriations Act for FY 2009, available until September 30, 2010
	P.L. 110-252, Supplemental Appropriations Act for FY 2009 Bridge, chapters 1 and 2, available until September 30, 2009
	P.L. 110-417, NDAA for FY 2009, section 1506 (funds are subject to limitations of subsections 1513(b) through (g) of P.L. 110-1181)
Processes and agreements	LOR/LOA
	Allows SecDef, with the concurrence of SecState, to transfer DoD O&M funds to the Commander, Multi-National Security Transition Command-Iraq (MNSTC-I)
	Requires quarterly report no later than 30 days after the end of each fiscal year quarter; SecDef must submit to the Congressional Defense Committees a report summarizing the details of any obligation or transfer of funds from the ISFF
Objective(s)	To provide equipment, supplies, services, training, facility and infrastructure repair, renovation, construction, and funding to the Iraqi Security Forces
Linkages to guidance	DoD Manual 5105.38-M, "Security Assistance Management Manual (SAMM)"; DSCA policy guidance on LOA case preparation; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"; ISFF supplemental and overseas contingency operations appropriations; local procurement guidance; 22 Code of Federal Regulations (CFR), Parts 120–130; policy issued by DoD, DoS, and DHS (Bureau of Customs and Border Protection); AFMAN 16-101, "International Affairs and Security Assistance Management"
Purpose(s)	Counterinsurgency Interoperability Coalition operations
Security cooperation activities	Equipment Supplies Construction Training
Funding sources	Coalition support funds
Other resources	This is a DoD-led program Multi-National Security Transition Command-Iraq (MNSTC-I)
POC information	DSCA/OPS-MSA (703-329-3704) DSCA/DBO-CFM Other participants: CENTCOM; MNSTC-I

Table A.66
Joint Combined Exchange Training Program

Title	Joint Combined Exchange Training (JCET) Program
Authority	10 U.S.C. §2011, "Special operations forces: training with friendly foreign forces"
Processes and agreements	Each JCET team consists of 12-50 U.S. SOF and 20-100 Host Nation personnel
	Training includes basic skills and special operations techniques
	Requires long lead-time planning and budgeting by Combatant Commanders (COCOMs) and U.S. Special Operations Command (USSOCOM)
	Legislation requires that the Secretary of Defense annually submit a report to the Congress listing numbers of JCETs conducted, their purpose, cost, and relationship to counterterrorism and counternarcotics activities
Objective(s)	Authorizes U.S. special operations forces (SOF) to conduct training overseas and exercise with foreign security forces to maintain readiness and to prepare for foreign operations and also meet the needs of the host nation
	To train SOF in how to train other militaries, how forces of other countries operate, give SOF an opportunity to learn about the geography, topography of other nations, and to build up relationships with the military in other nations
	COCOMS use JCETs to help achieve foreign engagement objectives of the national security strategy in their designated areas of responsibility
Linkages to guidance	JP 3-05, "Doctrine for Joint Special Operations"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterinsurgency
	Counterterrorism
	Counternarcotics
	Stabilization and reconstruction
	ISR
Security cooperation activities	Training
	Exercises
Funding sources	USSOCOM Major Force Program (MFP) 11 funds, O&M training budget
	Funding can be used for the training of the foreign counterpart, expenses for the U.S. deployment, and, for developing countries, the incremental expenses incurred by the country for the training
Other resources	Theater Special Operations Component Commands authorize and execute
POC information	OSD (SO/LIC & IC) DASD(SO&CT) (703-697-3033)

Table A.67
Joint Contact Team Program

Title	Joint Contact Team Program (JCTP)
Authority	10 U.S.C. §168, "Military-to-military contacts and comparable activities"
Processes and agreements	Authority to conduct events for a specific fiscal year stems from the Office of Defense Cooperation Country Campaign Plan
	Program is coordinated with and supporting of each U.S. Ambassador's country plan as well as overarching USEUCOM theater objectives
	Oversight of the program occurs internally at USEUCOM, as well as externally by the Interagency Working Group composed of DoD, DoS, and NSC representatives
Objective(s)	Military-to-military engagement program designed to provide the host nation defense force with exposure to U.S. military methods and techniques to assist in achieving host nation security goals and objectives
Linkages to guidance	EUCOM TCP; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building
Security cooperation activities	Defense/military contacts
	Education
	Needs/capabilities assessments
Funding sources	Title 10 O&M funds
Other resources	JCTP builds the foundation for, and works in concert with, more advanced security cooperation initiatives such as IMET, FMF, PfP, and SPP
POC information	EUCOM/J-5 (+49-711-680-4134)

Table A.68
Joint Task Force Support to Law Enforcement Agencies Conducting Counter-Terrorism Activities

Title	Joint Task Force (JTF) Support to Law Enforcement Agencies Conducting Counter-Terrorism Activities
Authority	P.L. 111-084, NDAA for FY 2010, Section 1012
	P.L. 108-136, NDAA for FY 2004, Section 1022(b) (10 U.S.C. §371), as most recently amended by P.L. 110–417, NDAA for FY 2009, Section 1022 (122 Stat. 4586), further amended by striking ''2009'' and inserting ''2010'')
Processes and agreements	Congressional notifications
Objective(s)	To provide support to law enforcement agencies conducting counter-drug activities
	To also provide, subject to all applicable laws and regulations, support to law enforcement agencies conducting counterterrorism activities within the geographic area of responsibility of the JTF
Linkages to guidance	CJCSI 3710.01B, "DoD Counterdrug Support"; AFI 10-801, "Assistance to Civilian Law Enforcement Agencies"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counternarcotics Counterterrorism Interoperability ISR
Security cooperation activities	Equipment Supplies Training Information exchanges
Funding sources	Title 10 O&M funds
Other resources	None
POC information	OSD (SO/LIC & IC) DASD (SO&CT) (703-697-3033)

Table A.69
Latin American Cooperation

Title	Latin American Cooperation (LATAM Coop)
Authority	10 U.S.C. §1050, "Latin American cooperation: payment of personnel expenses"
Processes and agreements	Foreign disclosure process
Objective(s)	To advance the influence and prestige of the United States and the U.S. Air Force within Latin American countries
	Uses exchanges, orientations, and visits to familiarize partners with organizations, leaders, subject matters, and distinguished visitors
	LATAM Coop can include receptions, lunches, dinners, and cultural events that honor prominent Latin American officers or students in the United States
Linkages to guidance	Air Force Instruction 16-102, "Latin American Cooperation (LATAM Coop) Fund"; Joint Federal Travel Regulations; GEF; AFGPS; SOUTHCOM TCP; NORTHCOM TCP; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building
Security cooperation activities	Conferences, workshops
	Information exchanges
	Defense/military contacts
Funding sources	LATAM Coop funds
Other resources	The Commander, Air Forces Southern (AFSOUTH) and the Commander, Air Force North (AFNORTH) administer events
	The Dean of Faculty, U.S. Air Force Academy (USAFA), administers events
POC information	SAF/IARL, Americas Division (703-588-8866)

Table A.70
Leases of Defense Equipment

Title	Leases of Defense Equipment (LDA)
Authority	22 U.S.C. §2796 (AECA, Section 61) 22 U.S.C. §2761 (AECA, Section 27)
Processes and agreements	LOR/LOA Foreign disclosure process Technology transfer process
Objective(s)	To provide a means for the USAF to loan or borrow defense equipment or material without charge to or from NATO and major non-NATO allies for cooperative RDT&E purposes To strengthen deterrence, encourage defense responsibility, support U.S. readiness & increase interoperability between coalition partners via transfer of defense articles
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoDD 5530.3, "International Agreements"; DoDD 7230.08, "Leases and Demonstrations of DoD Equipment"; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Coalition operations Counterterrorism Counternarcotics Counter-WMD Law enforcement Border security Disaster relief Maritime security ISR Peacekeeping Stabilization and reconstruction Humanitarian assistance Missile defense Port security Health Demining Counterinsurgency Counter-threat finance Cyber Aviation expertise
Security cooperation activities	Equipment Supplies RDT&E
Funding sources	Country shipping hardware pays shipping costs Title 10 O&M funds for administration costs
Other resources	No-cost leases may be available for cooperative RDT&E or military exercises
POC information	SAF/IAPX (703-588-8468) Other participants: DSCA

Table A.71
Logistics Support, Supplies, and Services for Allied Forces Participating in Combined Operations (formerly known as "Global Lift & Sustain")

Title	Logistics Support, Supplies, and Services for Allied Forces Participating in Combined Operations (formerly known as "Global Lift & Sustain")
Authority	10 U.S.C. §127d (as enacted by P.L. 109-364 section 1201, National Defense Authorization Act, FY2007)
	P.L. 110-181, NDAA for FY 2008, section 1234
	P.L. 110-252, Supplemental Appropriations Act for FY 2008, section 9206
Processes and agreements	Title 10 O&M funds expended are accounted for and then reimbursed with Global Lift & Sustain funds
	No later than 15 days after the end of each fiscal year quarter the SecDef must report to congressional defense committees on the logistical support provided, including the types and value of support provided to each nation
	Not later than December 31 each year, the SecDef shall submit an annual report to the Committee on Armed Services and the Committee on Foreign Relations of the Senate and the Committee on Armed Services and the Committee on International Relations of the House of Representatives on the use of the authority provided during the preceding fiscal year. Each report shall be prepared in coordination with the SecState
Objective(s)	To provide supplies, services, transportation (including airlift and sealift), and other logistical support to coalition partners participating in U.S. military operations in Iraq and Afghanistan.
Linkages to guidance	DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Coalition operations Counterinsurgency
Security cooperation activities	Provide air/sealift
Funding sources	Title 10 O&M funds Global Lift & Sustain funds
Other resources	Joint Staff, GCCs, OSD, and partner countries coordinate to determine the proper funding authorization for logistical support for coalition partners
POC information	DSCA Business Operations Directorate (703-604-6557) OUSD(C), Director for Operations

Table A.72
Material, Protection, Control, and Accountability

Title	Material, Protection, Control, and Accountability (MPC&A)
Authority	50 U.S.C. §2353, "Matters relating to the international materials protection, control, and accounting program of the Department of Energy"
	P.L. 111-84, NDAA for FY 2010, Section 3101, "National Nuclear Security Administration"
	P.L. 111-85, The Energy and Water Development and Related Agencies Appropriations Act, 2010
Processes and agreements	MPC&A is part of the International Nuclear Materials Protection and Cooperation program (INMP&C)
Objective(s)	To promote international nuclear safety and nonproliferation
	To reduce global danger from weapons of mass destruction
	To implement material control and accounting measures, and install physical protection upgrades
	To ensure that U.S.-funded security upgrades can be maintained by Russia
	To work with Russia to consolidate its special nuclear material into fewer buildings and to convert this material to non-weapons-usable forms
Linkages to guidance	DoE Order 142.4, "International Commitments Management"; National Nuclear Security Administration (NNSA) Strategic Plan; INMP&C program Strategic Plan
Purpose(s)	Counter-WMD
Security cooperation activities	Equipment Construction Supplies Training Needs/capabilities assessments Conferences, workshops Information exchanges
Funding sources	The Energy and Water Development and Related Agencies Appropriations Act, 2010
Other resources	Country team representatives
POC information	DOE NNSA/NA-25 (202-586-2216)

Table A.73
Megaports

Title	Megaports
Authority	P.L. 111-84, NDAA for FY 2010, Section 3101, "National Nuclear Security Administration"
Processes and agreements	Implementation at any given port in a country is contingent upon the agreement/invitation of the government in that country
	Host countries must sign WMD agreement
Objective(s)	To scan as much container traffic for radiation as possible (including imports, exports, and transshipments) regardless of destination and with minimal impact to port operations
	To provide radiation detection equipment to key international seaports to screen cargo containers for nuclear and other radioactive materials regardless of the container destination
	Under this initiative, NNSA plans to implement this program in up to 100 international seaports by the end of 2015
Linkages to guidance	DOE Order 142.4, "International Commitments Management"; National Nuclear Security Administration (NNSA) Strategic Plan; INMP&C program Strategic Plan
Purpose(s)	Counter-WMD
Security cooperation activities	Equipment
	Supplies
	Construction
	Training
Funding sources	International nuclear materials protection and cooperation (NDAA, Sec. 4601, "Department of Energy National Security Programs")
Other resources	Country team representatives
	The Megaports Initiative also cooperates closely with the U.S. Department of Homeland Security's Bureau of Customs and Border Protection (CBP) to support the Container Security Initiative (CSI) and to implement the Secure Freight Initiative' (SFI) International Container Security program at international ports
POC information	DOE NNSA/NA-25 (202-586-2216)

Table A.74
Military Personnel Exchange Program

Title	Military Personnel Exchange Program (MPEP)
Authority	10 U.S.C §168, "Military-to-military contacts and comparable activities" P.L. 104-201, NDAA for FY 1997, Section 1082 P.L. 111-084, NDAA for FY 2010, Section 1207
Processes and agreements	"Memorandum of Agreement/Understanding Regarding the Exchange of Military Personnel" with participating countries Foreign disclosure process
Objective(s)	To exchange personnel in substantially equivalent grades and specialties with foreign nations, enhancing the ability to perform coalition operations with global partners
Linkages to guidance	AFI 16-107, "Military Personnel Exchange Program (MPEP)"; DoDD 5230.20, "Visits and Assignments of Foreign Nationals"; AFPD 16-1, "International Affairs"; DoDD 5530.3, "International Agreements"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Coalition operations Defense institution building Aviation expertise
Security cooperation activities	Personnel exchanges Defense/military contacts
Funding sources	AF O&M funds
Other resources	MPEP is part of DPEP (Defense Personnel Exchange Program) CONUS and regional program management offices Host units
POC information	MPEP Branch, International Airmen Division (SAF/IAPA) (703-588-8336)

Table A.75
Military Services Academies International Student Program

Title	Military Services Academies International Student Program
Authority	10 U.S.C. Chapter 903, para. 9344, "Selection of Persons from Foreign Countries" 10 U.S.C. Chapter 903, para. 9345, "Exchange Program with Foreign Military Academies"
Processes and agreements	Memorandum of agreement between the USAF and the other country's air force. Foreign cadets are provided transportation from and to country, and receive the same pay and/or allowances as U.S. cadets Countries are required to reimburse the USG the cost of providing instruction, including pay, allowances, etc., unless a "full" or "partial (50%)" waiver of costs is granted by USD(P), Assistant Secretary of Defense - International Security Affairs (ADS/ISA), and International Negotiations and Regional Affairs (INRA)
Objective(s)	To allow international cadets to come to the U.S. Service academies
Linkages to guidance	AFPD 16-1, "International Affairs," DoD 5105.38-M, "Security Assistance Management Manual (SAMM)"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building
Security cooperation activities	Education Defense/military contacts
Funding sources	AF O&M funds IMET Foreign national accounts
Other resources	None
POC information	SAF/IAPA (703-588-8343) USAFA/international programs

Table A.76
Multinational Military Centers of Excellence

Title	Multinational Military Centers of Excellence (COE)
Authority	10 U.S.C. §2350m, "Participation in multinational military centers of excellence"
Processes and agreements	Authorization required from the Secretary of Defense with the concurrence of the Secretary of State
	COEs are nationally or multinationally funded
	DoD funds can cover operating expenses of COEs in which the US participates, as well as the costs of the participation (but not the pay or salaries) of members of the armed forces and DoD civilian personnel
	MOU between the Secretary of Defense (with the concurrence of the Secretary of State) and partner countries
	To qualify as such, Multinational Centers of Excellence must be accredited and approved by the NATO Military Committee
	Congressional notifications
Objective(s)	To allow members of the armed forces and DoD civilian personnel to take part in multinational military COEs in order to promote interoperability, joint exercises, and international military operations
	To enhance education and training
	To improve interoperability and capabilities
	To assist in doctrine development; to test and validate concepts through experimentation
Linkages to guidance	DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building
	Interoperability
	Coalition operations
Security cooperation activities	Defense/military contacts
	Education
	Experimentation
	Information exchanges
	Conferences, workshops
	Training
Funding sources	Title 10 O&M funds
	Foreign national accounts
Other resources	DoD facilities and equipment can be used for COEs that it hosts
POC information	NATO's ACT (Allied Command Transformation) (757-747-4302)
	Individual Centers of Excellence (list and contacts are available on ACT's website: https://transnet.act.nato.int/WISE/COE/index_html)

Table A.77
National Guard Counterdrug School Program

Title	National Guard Counterdrug School Program (NGB Title 10 Program)
Authority	P.L. 111-084, NDAA for FY 2010, Section 1012
	P.L. 108-136, NDAA for FY 2004, Section 1022(b) (10 U.S.C. §371), as most recently amended by P.L. 110–417, NDAA for FY 2009, Section 1022 (122 Stat. 4586), further amended by striking ''2009'' and inserting ''2010'')
Processes and agreements	None
Objective(s)	To provide training to support and enhance law enforcement agencies' (LEA) and community based organizations' (CBO) capabilities to counter illegal drugs, educate communities in the latest prevention techniques, and support/enhance training in areas related to narcoterrorism
	Although primarily intended for U.S. participation, foreign LEA personnel from foreign CBOs are authorized to participate provided that Title 32 funds are not used
Linkages to guidance	CJCSI 3710.01B, "DoD Counterdrug Support"; Army Regulation 600-85, "The Army Substance Abuse Program"; Air Force Instruction 44-120, "Drug Abuse Testing Program"; AFI 10-801, "Assistance to Civilian Law Enforcement Agencies"; National Guard Regulation 500-2/Air National Guard Instruction 10-801, "National Guard Counterdrug Support"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counternarcotics
Security cooperation activities	Training
	Education
Funding sources	Title 10 O&M funds
Other resources	None
POC information	NGB J3-CD (703-607-2695)
	Counterdrug schools as follows: (1) The Midwest Counterdrug Training Center (MCTC); (2) The Multi-Jurisdictional Counterdrug Task Force Training (MCTFT); (3) The Northeast Counterdrug Training Center (NCTC); (4) The Regional Counterdrug Training Academy (RCTA); (5) The Western Region Counterdrug Training (WRCT)

Table A.78
Operator Engagement Talks

Title	Operator Engagement Talks (OET, formerly "Ops-Ops Talks")
Authority	10 U.S.C. §168, "Military-to-military contacts and comparable activities"
Processes and agreements	TOR with participating countries Talks with each participating country are held every 18 to 24 months
Objective(s)	Led by a senior General Officer and focused on operational topics, these talks build bilateral military-to-military relationships with select countries, improve interoperability, increase understanding, and enhance the potential for coalition operations
Linkages to guidance	AFI 16-117, "Operator Engagement Talks"; DoDD 5230.20, "Visits and Assignments of Foreign Nationals"; AFI 16-201, "Air Force Foreign Disclosure and Technology Transfer Program"; AFMAN 16-101, "International Affairs and Security Assistance Management"; AFPD 16-1, "International Affairs"; guidance memo signed in 2000 by the AF/CV and entitled "International Engagement"; AFI 65-603, "Official Representation Funds—Guidance and Procedures"; DoDI 7250.13, "Use of Appropriated Funds for Official Representation Purposes"; HAF MD 1-6, "The Administrative Assistant to the Secretary of the Air Force"; HOI 65-3, "HQ USAF Guidance for Official Representation Funds"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building Interoperability Counterterrorism Counternarcotics Counter-WMD Disaster relief ISR Peacekeeping Stabilization and reconstruction Humanitarian assistance Missile defense Health Coalition operations Counterinsurgency Aviation expertise Cyber
Security cooperation activities	Defense/military contacts Information exchanges Conferences, workshops
Funding sources	Title 10 O&M funds Operational representation funds Traditional Combatant Commander Activity funds
Other resources	Air Component Commands
POC information	HQ AF/A5XX (703-697-9601)

Table A.79
Pakistan Counterinsurgency Capability Fund

Title	Pakistan Counterinsurgency Capability Fund (PCCF)
Authority	P.L. 111-32, Supplemental Appropriations Act for FY 2009, available until September 30, 2010
Processes and agreements	LOR/LOA Foreign disclosure Technology transfer Funds may be transferred by the SecState to DoD or other Federal departments or agencies to support counterinsurgency operations and may be merged with other types of funds available for the same purposes and for the same time period Not fewer than 15 days prior to making transfers from this appropriation, SecState must notify the Committees on Appropriations, and the congressional defense and foreign affairs committees in writing of the details of any transfer Not later than 30 days after the end of each fiscal quarter, the SecState must submit a report summarizing on a project-by-project basis to the Committees on Appropriations
Objective(s)	To provide assistance for Pakistan to build and maintain the counterinsurgency capability of Pakistani security forces (including the Frontier Corps), to include program management and the provision of equipment, supplies, services, training, and facility and infrastructure repair, renovation, and construction
Linkages to guidance	DoD 5105.38-M, "Security Assistance Management Manual (SAMM)"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"; AFMAN 16-101, "International Affairs and Security Assistance Management
Purpose(s)	Coalition operations
Security cooperation activities	Equipment Supplies Construction Training
Funding sources	Pakistan Counterinsurgency Capability Fund
Other resources	This is a DoS-led program CENTCOM, Joint Staff
POC information	DSCA/OPS-SCA (703-329-3704) Other participants: DoS Assistant Secretary for Bureau of Political-Military Affairs; Office of the Coordinator for Counter-Terrorism

Table A.80
Pakistan Counterinsurgency Fund

Title	Pakistan Counterinsurgency Fund (PCF)
Authority	P.L. 111-32, Supplemental Appropriations Act for FY 2009, available until September 30, 2010
Processes and agreements	LOR/LOA Foreign disclosure Technology transfer Not fewer than 15 days prior to making transfers from this appropriation account, SecDef must notify the Committees on Appropriations in writing of the details of any such transfer SecDef must obtain SecState concurrence
Objective(s)	To provide assistance to Pakistan's security forces, including program management and the provision of equipment, supplies, services, training, funds, and facility and infrastructure repair, renovation, and construction to build the counterinsurgency capability of Pakistan's military and Frontier Corps Up to $2 million shall be available to provide urgent humanitarian assistance to the people of Pakistan only as part of civil-military training exercises for Pakistani security forces receiving assistance under "Pakistan Counterinsurgency Fund" and to assist the Government of Pakistan in creating such a program beginning in fiscal year 2010
Linkages to guidance	DoD 5105.38-M, "Security Assistance Management Manual (SAMM)"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"; AFMAN 16-101, "International Affairs and Security Assistance Management"
Purpose(s)	Counterinsurgency Humanitarian assistance
Security cooperation activities	Equipment Supplies Construction Training
Funding sources	Pakistan Counterinsurgency Fund (PCF)
Other resources	This is a DoD-led program CENTCOM, Joint Staff
POC information	DSCA/OPS-SCA (703-329-3704) Other participants: OSD Policy, Deputy Assistant Secretary of Defense for Afghanistan, Pakistan, and Central Asia (DASD(APC))

Table A.81
Proliferation Security Initiative

Title	Proliferation Security Initiative (PSI)
Authority	50 U.S.C. §2912, "Authority to provide assistance to cooperative countries" 22 U.S.C. §2763 22 U.S.C. §2346 et seq. (FAA, Part II, Chapter 4) 22 U.S.C. §2347 et seq. (FAA, Part II, Chapter 5) 22 U.S.C. §2321j (FAA, Section 516)
Processes and agreements	Congressional notifications Foreign disclosure process Technology transfer process Pseudo LOR/LOA
Objective(s)	To provide assistance to any country that cooperates with the United States and with other countries allied with the United States to prevent the transport and transshipment of items of proliferation concern in its national territory or airspace or in vessels under its control or registry
Linkages to guidance	National Military Strategy to Combat WMD; CJCSI 3520.02A, "Proliferation Security Initiative (PSI) Activity Program"; Air Force Instruction 16-606, "Air Force Support to the Proliferation Security Initiative"; AFMAN 16-101, "International Affairs and Security Assistance Management"; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Counter-WMD
Security cooperation activities	Equipment Supplies Education Training
Funding sources	Title 50 funds FMF
Other resources	None
POC information	DOS/ISN/CPI (202-647-6140) HQ AF/A5XP

Table A.82
Professional Military Education Exchanges

Title	Professional Military Education (PME) Exchanges
Authority	22 U.S.C. (FAA, Section 544(a))
Processes and agreements	LOR/LOA: International applicants must present a letter from their government agreeing to their enrollment in the program
	International applicants must be from a country eligible for Foreign Military Sales (FMS) training program sponsorship
Objective(s)	PME usually includes attendance at the MILDEP leadership and management education institutions but at the service academies
Linkages to guidance	AFI 16-105, "Joint Security Assistance Training (JSAT)"; AFI 36-2301, "Professional Military Education"; AFPD 36-23, "Military Education"; AFPD 36-13, "Civilian Supervisory, Management and Leadership Development"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building
Security cooperation activities	Education Personnel exchanges
Funding sources	IMET E-IMET FMF Foreign national accounts
Other resources	None
POC information	HQ AF/A5, A1 (Policy oversight, advocacy, and guidance) (703-697-0485) HQ AETC (executes Air Staff policy regarding PME) Air University (program development and conduct)

Table A.83
Regional Defense Counterterrorism Fellowship Program

Title	Regional Defense Counterterrorism Fellowship Program (RDCTFP)
Authority	10 U.S.C. §2249c, "Regional Defense Combating Terrorism Fellowship Program: authority to use appropriated funds for costs associated with education and training of foreign officials" P.L. 110-417, NDAA for FY 2009, section 1209
Processes and agreements	Foreign disclosure process Nomination process
Objective(s)	To provide tailored operational and strategic-level education and training to our international partners in support of U.S. efforts to combat terrorism To help counter ideological support for terrorism To develop a global network of counterterrorism experts and practitioners who share common values, language, and understanding of the threat of terrorism
Linkages to guidance	SecDef Washington DC 251853ZMAR03, "Implementation Guidance for Regional Defense Counterterrorism Fellowship Program"; CJCSI 1801.01A, National Defense University Policy; USD(P) memorandum, "Regional Defense Counter-Terrorism Fellowship Program"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterterrorism Counter-WMD
Security cooperation activities	Training Education
Funding sources	Title 10 O&M funds
Other resources	None
POC information	OSD (SO/LIC & IC) DASD (SO&CT) (703-697-3033) DSCA Policy, Plans and Programs Directorate DSCA Defense Budgets and Contracts Division

Table A.84
Regional Centers for Security Studies

Title	Regional Centers for Security Studies
Authority	10 U.S.C. §184, "Regional Centers for Security Studies"
Processes and agreements	To qualify as such, regional centers for security studies must be approved and operated by the Secretary of Defense
	Under Secretary of Defense for Policy provides guidance; relevant Combatant Commanders and the President of the National Defense University (NDU) can provide additional guidance
	Foreign national participants can be self-funded. They can also receive funding from their government, a U.S. Department or agency (other than DoD), or a gift or donation. Costs may be waived if the SecDef decides a foreign participant's attendance is in the national security interest of the United States
	Funds available for the payment of personnel expenses under the Latin American cooperation authority can be used for the operation of the Center for Hemispheric Defense Studies
	Congressional notifications
Objective(s)	To study security issues and to serve as a forum where U.S. and foreign military and civilian can engage in research and exchange ideas
Linkages to guidance	DoDD 5200.41, "DoD Centers for Regional Security Studies"; DoDD 5200.34, "George C. Marshall European Center for Security Studies"; DoDD 5200.38, "Asia-Pacific Center for Security Studies"; DoDD 3200.13, "Center for Hemispheric Defense Studies"; DTM-05-002 "Executive Agent for DOD Regional Centers for Security Studies"; SecDef guidance on criteria for accepting gifts or donations; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Coalition operations Interoperability Defense institution building
Security cooperation activities	Conferences, workshops Defense/military contacts Education Information exchanges Training
Funding sources	IMET E-IMET FMF Foreign national accounts LATAM cooperation funds Other U.S. Department's (non-DoD) O&M funds Gifts or donation
Other resources	There are currently five DoD Regional Centers for Security Studies: (1) the George C. Marshall European Center for Security Studies in Germany; (2) the Asia-Pacific Center for Security Studies in Hawaii; (3) the Center for Hemispheric Defense Studies in Washington, D.C.; (4) the Africa Center for Strategic Studies in Washington, D.C.; (5) the Near East South Asia Center for Strategic Studies in Washington, D.C.
POC information	DSCA (CSO) (703-664-6632) Under Secretary of Defense for Policy Individual Regional Centers for Security Studies

Table A.85
Reserve Officer Foreign Exchange Program

Title	Reserve Officer Foreign Exchange Program
Authority	10 U.S.C. §168, "Military-to-military contacts and comparable activities"
Processes and agreements	The program is open to any country allied to the United States who writes an MOU with the United States to participate in the program
	Costs for participating in the program are generally limited to additional expenses related to traveling OCONUS
	The Reserve components may use funds normally allocated for annual training to pay an individual's salary
	Shared costs for the program depend upon the terms of the Memorandum of Understanding established between the respective nations
Objective(s)	To provide National Guard and Reserve officers training associated with mobilization duties while enhancing their ability to work and communicate with the military individuals of the host nation
Linkages to guidance	AFI 36-2631, "Reserve Officers Foreign Exchange Program"; DoDD 1215.15, "Reserve Officers Foreign Exchange Program"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Defense institution building
Security cooperation activities	Personnel exchanges Defense/military contacts Training
Funding sources	Reserve Component Annual Training Pay funds Foreign national accounts
Other resources	None
POC information	OASD/RA (RT&M) (703-693-8611) AF/REPP

Table A.86
Second Line of Defense

Title	Second Line of Defense (SLD)
Authority	P.L. 111-84, NDAA for FY 2010, Section 3101, "National Nuclear Security Administration"
Processes and agreements	Host countries must sign WMD agreement
Objective(s)	To promote international nuclear safety and nonproliferation
	To reduce global danger from WMD
	To strengthen the capability of foreign governments to deter, detect, and interdict illicit trafficking in nuclear and other radioactive materials across international borders and through the global maritime shipping system
	To install radiation detection equipment at borders, airports, and strategic ports in Russia, other former Soviet Union states, Eastern Europe, and other key countries
Linkages to guidance	DOE Order 142.4, "International Commitments Management"; National Nuclear Security Administration (NNSA) Strategic Plan; INMP&C program Strategic Plan
Purpose(s)	Counter-WMD
Security cooperation activities	Equipment Supplies Construction Training
Funding sources	International nuclear materials protection and cooperation (NDAA, Sec. 4601, "Department of Energy National Security Programs")
Other resources	Country team representatives
POC information	DOE NNSA/NA-25 (202-586-2216)

Table A.87
Security and Stabilization Assistance

Title	Security and Stabilization Assistance (Section 1207)
Authority	P.L. 109-163, NDAA for FY 2006 P.L. 110-417, NDAA for FY 2009, Section 1207
Processes and agreements	FAA AECA
Objective(s)	To authorize DoD to transfer up to $100 million per year in funding, defense articles, and defense services to the Secretary of State for reconstruction, stabilization, and security assistance to a foreign country
Linkages to guidance	DoD FMR 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Stabilization and reconstruction Counterinsurgency Defense institution building
Security cooperation activities	Training Education Conferences, workshops Equipment Supplies
Funding sources	Section 1207 funds
Other resources	None
POC information	DASD PS&SO (Partnership Strategy and Stability Operations) (703-614-4663) DoS S/CRS

Table A.88
Small Arms/Light Weapons (SA/LW) Program

Title	Small Arms/Light Weapons (SA/LW) Program
Authority	10 U.S.C. §404, "Foreign Disaster assistance" Executive Order 12966, "Foreign disaster assistance"
Processes and agreements	DTRA provides its assessment reports to the DoS Office of Weapons Removal and Abatement which, when requested by a foreign government, uses these reports to provide physical security upgrades and destruction assistance
Objective(s)	To help countries reduce and rid themselves of small arms and light weapons before they can work their way into enemy hands
Linkages to guidance	DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Stabilization and reconstruction Peacekeeping Counterterrorism Counter-WMD Border security Law enforcement Counterinsurgency
Security cooperation activities	Needs/capabilities assessments Training Conferences, workshops Information exchanges
Funding sources	Title 10 O&M funds
Other resources	None
POC information	DTRA, Small Arms Light Weapons Program Office (703-767-0895)

Table A.89
State Partnership Program (SPP)

Title	State Partnership Program (SPP)
Authority	10 U.S.C. 32 U.S.C.
Processes and agreements	All activities are coordinated through the theater Combatant Commanders and the U.S. ambassadors' country teams, and other agencies as appropriate, to ensure that National Guard support meets both U.S. and country objectives State partners actively participate in many and varied engagement activities, including bilateral familiarization and training events, exercises, fellowship-style internships, and civic leader visits
Objective(s)	To link U.S. states with foreign nations to promote and enhance bilateral relations To support homeland defense by nurturing dependable collaborative partners for coalition operations To promote regional stability and civil-military relationships in support of U.S. policy objectives
Linkages to guidance	Air National Guard Instruction 16-101, "International Activities"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counterterrorism Counternarcotics Humanitarian assistance Counter-WMD Defense institution building Law enforcement Border security Disaster relief Health Coalition operations ISR Demining Peacekeeping Counterinsurgency Stabilization and reconstruction
Security cooperation activities	Needs/capabilities assessments Training Exercises Conferences, workshops Information exchanges Defense/military contacts
Funding sources	Warsaw Initiative funds Minuteman Fellowship funds Cooperative Threat Reduction funds
Other resources	Currently, 56 countries are linked to 46 states, 2 territories (Puerto Rico and Guam), and Washington, D.C.
POC information	NGB/IA (703-607-2808)

Table A.90
Technical Coordination Program

Title	Technical Coordination Program (TCP)
Authority	10 U.S.C. §2350a, "Cooperative Research and Development Agreements" 10 U.S.C. §2350(l), "Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations" 22 U.S.C. §2767 (AECA) 22 U.S.C., beginning with §2151 (FAA)
Processes and agreements	SAF/IARW establishes policy and provides program direction; execution and implementation are delegated to AFSAC/IA; SAF/IAPX can authorize expansion beyond basic system performance and provides final approval Support is provided by pro rata funding of FMS members under a one- to three-year LOA TCG personnel will provide price and availability or LOA Data (LOAD) only for costs associated with participation in the program LOR/LOA Technology transfer process Foreign disclosure process
Objective(s)	To provide follow on technical support to FMS/SA countries through participation in a Technical Coordination Group (TCG) To improve aircraft serviceability, maintainability and reliability of aircraft, Low Altitude Navigation & Targeting Infrared for Night (LANTIRN) pods and related equipment
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoDD 5530.3, "International Agreements"; GEF, AF GPS, AF CSP, CCDR Campaign Plans; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Research and development Aviation expertise
Security cooperation activities	Equipment Information exchanges RDT&E
Funding sources	FMF Foreign national accounts Title 10 RDT&E funds
Other resources	None
POC information	SAF/IARW (703-588-8850)

Table A.91
The Technical Cooperation Program

Title	The Technical Cooperation Program (TTCP)
Authority	10 U.S.C. §2350(a), "Cooperative Research and Development Agreements" 10 U.S.C. § 2350(l), "Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations" 22 U.S.C. §2151 (FAA) 22 U.S.C. §2751 (AECA)
Processes and agreements	1995 MOU between the U.S., UK, Canada, Australia, and New Zealand Disclosure of military information to foreign governments
Objective(s)	Multilateral IAC forum that collaborates in defense scientific and technical information exchange and program harmonization and alignment To provide the means to acquaint participating governments with national defense and science programs conducted by each government, and to cooperate in a broad range of defense S&T activities To facilitate the establishment of IAs in areas not considered appropriate for long-term sponsorship by TTCP
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; AFI 16-110, "USAF Participation in International Armaments Cooperation"; DoDI 3100.8, "The Technical Cooperation Program" (MOU 1995); DoDD 5530.3, "International Agreements"; GEF, AF GPS, AF CSP, CCDR Campaign Plans; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Research and development
Security cooperation activities	RDT&E Information exchanges Defense/military contacts Experimentation
Funding sources	AF RDT&E funds
Other resources	IAC forums Multilateral IAC forums include the Five-Power ASNR Forum, Long Term Technology Projects (LTTP), and the Future Air Capabilities (FAC) initiative, and bilateral forums
POC information	SAF/IAPQ (703- 588-8993) DDR&E, AFRL/CC, OSD AT&L (Director, Defense Research and Engineering [DDR&E])

Table A.92
Train and Equip to Assist Accounting for Missing USG Personnel

Title	Train and Equip to Assist Accounting for Missing USG Personnel
Authority	10 U.S.C. §408(c), "Equipment and training of foreign personnel to assist in Department of Defense accounting for missing United States Government personnel" P.L. 110-181, NDAA for FY 2008, Division A, Title XII, Sec. 1207(a)
Processes and agreements	Secretary of State approval Congressional notifications Foreign disclosure process Technology transfer process Pseudo LOR/LOA
Objective(s)	To provide assistance to any foreign nation to assist the DoD with recovery of and accounting for missing United States Government personnel
Linkages to guidance	JP 3-50, "Personnel Recovery," DoD Directive 3002.01E, "Personnel Recovery in the Department of Defense," DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability
Security cooperation activities	Equipment Supplies Training
Funding sources	Title 10 O&M funds
Other resources	None
POC information	AFPC, Air Force Missing Persons Branch (800-531-5501) Defense POW/Missing Personnel Office (DPMO)

Table A.93
Transition Initiatives

Title	Transition Initiatives (TI)
Authority	22 U.S.C. (FAA, Section 491)
Processes and agreements	United States Agency for International Development shall submit a report to the Committees on Appropriations at least 5 days prior to beginning a new program of assistance
Objective(s)	For necessary expenses for international disaster rehabilitation and reconstruction assistance to support transition to democracy and to long-term development of countries in crisis: Provided, that such support may include assistance to develop, strengthen, or preserve democratic institutions and processes, revitalize basic infrastructure, and foster the peaceful resolution of conflict
Linkages to guidance	USAID/OTI Lessons in Counterinsurgency Programming; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Humanitarian assistance Disaster relief Health Demining Stabilization and reconstruction
Security cooperation activities	Equipment Supplies Construction
Funding sources	Transition Initiative funds
Other resources	None
POC information	USAID, Office of Transition Initiatives (202-712-0471)

Table A.94
Unified Engagement Building Partnership Seminars

Title	Unified Engagement (UE) Building Partnership (BP) Seminars
Authority	10 U.S.C. §168, "Military-to-military contacts and comparable activities"
Processes and agreements	HQ AF/A5XS conducts as many as six unclassified seminars each year with a variety of partners
Objective(s)	Building Partnerships seminars are designed to develop and maintain mutually beneficial relationships with allies and partners through a problem-solving approach in order to explore opportunities for cooperation on a bilateral and multilateral level
Linkages to guidance	DoDD 5230.20, "Visits and Assignments of Foreign Nationals"; AFI 16-201, "Air Force Foreign Disclosure and Technology Transfer Program"; AFMAN 16-101, "International Affairs and Security Assistance Management"; "Official Representation Funds-Guidance and Procedures"; DoDI 7250.13, "Use of Appropriated Funds for Official Representation Purposes"; HAF MD 1-6, "The Administrative Assistant to the Secretary of the Air Force"; HOI 65-3, "HQ USAF Guidance for Official Representation Funds"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Defense institution building Counterterrorism Counternarcotics Counter-WMD Disaster relief ISR Peacekeeping Stabilization and reconstruction Humanitarian assistance Missile defense Health Coalition operations Counterinsurgency Aviation expertise Cyber
Security cooperation activities	Defense/military contacts Information exchanges Conferences, workshops
Funding sources	Title 10 O&M funds Operational representation funds Traditional Combatant Commander Activity funds
Other resources	Air Component Commands
POC information	HQ AF/A5XS (703-614-2711)

Table A.95
USAF Academy (USAFA) Cadet Semester Exchange Abroad Program

Title	USAF Academy (USAFA) Cadet Semester Exchange Abroad program (C-SEAP)
Authority	10 U.S.C. Chapter 903, para. 9344, "Selection of Persons from Foreign Countries" 10 U.S.C. Chapter 903, para. 9345, "Exchange Program with Foreign Military Academies"
Processes and agreements	Memorandum of agreement between the USAF and the other country's air force (a model MoA can be found in Attachment 2 of AFI 16-111)
Objective(s)	To allow up to 24 students annually to participate in the reciprocal exchange of cadets to attend the appropriate military academies
Linkages to guidance	AFI 16-111, "The USAF Academy (USAFA) Cadet Semester Exchange Abroad program (C-SEAP);" AFPD 16-1, "International Affairs," DoD 5105.38-M, "Security Assistance Management Manual (SAMM)"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Defense institution building
Security cooperation activities	Personnel exchanges Education Defense/military contacts
Funding sources	AF O&M funds
Other resources	None
POC information	SAF/IAPA (703-588-8342) USAFA, International Programs

Table A.96
Use of Funds for Unified Counterdrug and Counterterrorism Campaign in Colombia

Title	Use of Funds for Unified Counterdrug and Counterterrorism Campaign in Colombia (Plan Colombia)
Authority	P.L. 111-84, NDAA for FY 2010, Section 1011, "Use of Funds for Unified Counterdrug and Counterterrorism Campaign in Colombia" (Amends P.L. 108–375, NDAA for FY 2005, Section 1021 (118 Stat. 2042) by extending funding through 2010)
Processes and agreements	LOR/LOA Foreign disclosure process Technology transfer process Congressional notifications
Objective(s)	For the SecDef to provide assistance to the Government of Colombia to support a unified campaign by the Government of Colombia against narcotics trafficking and against activities by organizations designated as terrorist organizations, such as the Revolutionary Armed Forces of Colombia (FARC), the National Liberation Army (ELN), and the United Self-Defense Forces of Colombia (AUC)
Linkages to guidance	CJCSI 3710.01B, "DoD Counterdrug Support"; AFI 10-801, "Assistance to Civilian Law Enforcement Agencies"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Counternarcotics Law enforcement ISR Border security
Security cooperation activities	Equipment Supplies Training Exercises Information exchanges Defense/military contacts
Funding sources	Title 10 O&M funds
Other resources	None
POC information	OSD (SO/LIC & IC) (703-697-7202)

Table A.97
War Reserve Stocks for Allies

Title	War Reserve Stocks for Allies (WRSA)
Authority	22 U.S.C. §2321h (FAA, Section 514), "Stockpiling of defense articles for foreign countries" 22 U.S.C. §2751 (AECA)
Processes and agreements	Technology transfer process Defense articles are transferred to foreign governments through FMS or through grant military assistance The value of such transfer is charged against funds authorized under such legislation or against the limitations specified in such legislation, as appropriate, for the fiscal period in which such defense article is transferred; "value" means the acquisition cost plus crating, packing, handling, and transportation costs incurred No defense article transferred from any stockpile which is made available to or for use by any foreign country may be considered an excess defense article for the purpose of determining the value thereof
Objective(s)	To transfer defense articles in the inventory of the DoD which are set aside, reserved, or in any way earmarked or intended for use as war reserve stocks for allied or other foreign countries to that ally or foreign country.
Linkages to guidance	DoDD 3110.06, "War Reserve Materiel (WRM) Policy"; GEF; GPS; COCOM TCPs; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability Counterterrorism Counternarcotics Counter-WMD Law enforcement Border security Disaster relief Maritime security ISR Peacekeeping Stabilization and reconstruction Humanitarian assistance Missile defense Port security Health Demining Counterinsurgency Counter-threat finance Cyber Aviation expertise
Security cooperation activities	Equipment Supplies
Funding sources	FMF Foreign national accounts
Other resources	None
POC information	SAF/IAPQ (703-588-8990) OUSD(AT&L)

Table A.98
Worldwide Warehouse Redistribution Services

Title	Worldwide Warehouse Redistribution Services (WWRS)
Authority	22 U.S.C §2761 (AECA, Section 21)
Processes and agreements	Air Force program that provides a materiel listing and transfer service for materiel held by foreign governments and international organization to fill other FMS or U.S. government requirements consistent with U.S. law
	WWRS utilizes excess serviceable fully functioning spare parts and support equipment, previously purchased under the AECA, as a source for filling FMS requisitions or U.S. government-fully-funded requisitions
	In order to participate as a materiel seller, the customer must establish an LOA for WWRS services with AFSAC
Objective(s)	To reduce FMS customers' excess inventories, provide access to materiel at reduced cost, reduce lead times through redistribution of on-the-shelf assets instead of new procurement, and enable material sellers to purchase needed FMS assets with the proceeds
	WWRS was designed to facilitate the transfer of FMS customer excess serviceable materiel by making the transfers of materiel between FMS customers' part of the FMS system less time-consuming and less bureaucratic
Linkages to guidance	AFMAN 16-101, "International Affairs and Security Assistance Management"; DoD 7000.14-R, "Department of Defense Financial Management Regulations (FMRs)"
Purpose(s)	Interoperability
	Counterterrorism
	Counternarcotics
	Law enforcement
	Border security
	Disaster relief
	ISR
	Peacekeeping
	Stabilization and reconstruction
	Humanitarian assistance
	Missile defense
	Demining
	Counterinsurgency
	Aviation expertise
Security cooperation activities	Equipment
	Supplies
Funding sources	FMF
	Foreign national accounts
Other resources	None
POC information	SAF/IAPQ (703-588-8990)

Security Cooperation Programs Considered for Alphaland and Bravolia

This appendix provides two matrixes (Figures B.1 and B.2) that depict the purposes, programs, and activities considered in conjunction with the scenario presented in Chapter Three. The material is drawn from the program pages contained in Appendix A and is intended only to illustrate the program/activity selection portion of the analytic construct described in Chapter Two.

The matrixes are organized with a list of security cooperation activities down the left-hand column, with security cooperation programs across the top row. The ten activities depicted are only those for Nascent and Developing; a determination was made in the scenario that the two partner nations being considered had a Nascent and a Developing capability and/or relationship with the United States, making Advanced capabilities inappropriate. The 24 programs depicted represent those that are designed for the four purposes related to the scenario (counter-WMD, counternarcotics, counterterrorism, and maritime security), minus those programs that are country- or region-specific.

Where a given program conducts a specific type of activity, the corresponding cell is colored purple for counter-WMD, green for counternarcotics, yellow for counterterrorism, and blue for maritime security. Finally, the total number of programs that conduct a given type of activity is indicated in the first column underneath the activity name.

Figure B.1
Programs with Nascent Activities

| "CRAWL" activities	Purposes	Programs
Needs/ capabilities assessments (3 programs)	Counter-WMD	
	Counternarcotics	
	Counterterrorism	
	Maritime security	
Training (18 programs)	Counter-WMD	
	Counternarcotics	
	Counterterrorism	
	Maritime security	
Conferences, workshops (2 programs)	Counter-WMD	
	Counternarcotics	
	Counterterrorism	
	Maritime security	
Information exchanges (4 programs)	Counter-WMD	
	Counternarcotics	
	Counterterrorism	
	Maritime security	
Defense/ military contacts (3 programs)	Counter-WMD	
	Counternarcotics	
	Counterterrorism	
	Maritime security	

Program column headers: Air Force–sponsored exercises and competitions; Anti-Terrorism Assistance (ATA) program; Support for counterdrug activities of other governmental agencies (Section 1004); Chairman of the Joint Chiefs of Staff's (CJCS) Exercise Program (CEP); Chief of Staff Air Force Counterpart Program (CSAFCP); Container Security Initiative (CSI); Developing Country Combined Exercise Program (DCCEP); Drawdown Special Authority; Electronic Combat International Security Assistance Program (ECISAP); Export Control and Related Border Security (EXBS) Program; Global Threat Reduction Initiative (GTRI); Global Train and Equip Program (Section 1206); International Container Security (ICS) project; International Military Education and Training (IMET); International Narcotics Control and Law Enforcement (INCLE) Program; International Nonproliferation Export Control Program (INECP); Joint Combined Exchange Training (JCET); Joint Task Force (JTF) Support to Law Enforcement Agencies Conducting Counter-Terrorism Activities; Megaports; National Guard Counterdrug School Program (NGB Title 10 Program); Proliferation Security Initiative (PSI); Regional Defense Counterterrorism Fellowship Program (RDCTFP); Small Arms/Light Weapons (SA/LW) Program; State Partnership Program (SPP)

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Figure B.2
Programs with Developing Activities

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