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Review of Security Cooperation Mechanisms Combatant Commands Utilize to Build Partner Capacity

Jennifer D. P. Moroney, David E. Thaler, Joe Hogler





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Prepared for the Joint Staff and OSD/CAPE

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Preface

While security cooperation remains an important instrument of the U.S. government and the Department of Defense, one of the key challenges for policymakers and combatant commands (CCMDs) is gaining a more complete understanding of the real value of those activities geared toward building partner capacity (BPC). Assessments of prior and ongoing BPC activities have become increasingly important, given the current fiscal climate and budgetary limitations. The mechanisms available to the CCMDs—consisting of resources, authorities, programs, processes, and organizational relationships—may or may not be optimal for the delivery of BPC. This report characterizes security cooperation (SC) mechanisms, baselines and categorizes key existing mechanisms, and produces a detailed database of the SC mechanism elements. It then develops and applies a preliminary means of evaluating the effectiveness and efficiency of select SC mechanisms from a CCMD perspective, and draws on the analysis from the case studies to recommend ways to improve effectiveness and efficiency of those mechanisms in the future.

This research should be of interest to decisionmakers and security cooperation planners in the departments of Defense and State, as well as congressional staffs that deal with security assistance to partner nations.

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Summary

Security cooperation (SC) has long been an important instrument of the U.S. government and the Department of Defense (DoD) for advancing national security objectives vis-à-vis allies and partner countries, including building critical relationships, securing peacetime and contingency access, and building partner capacity (BPC), the focus of this report. One of the key challenges for policymakers and combatant commands (CCMDs) is gaining a more complete understanding of the real value of BPC activities. Assessments of prior and ongoing BPC activities, in particular, have become increasingly important given the current fiscal climate and budgetary limitations and the need for decisionmakers to know precisely where to continue, cut, or change the allocation of security cooperation resources, and *why*. Moreover, the strategic “rebalance” to the Asia-Pacific region contained in the 2012 strategic guidance underlines the need to identify areas of greatest BPC opportunity in the region in ways that best serve U.S. interests,¹ and this requires an assessment of BPC utility for particular Asian partners. This is easier said than done. Assessing the value of what are essentially qualitative activities, and where the correlation among activities is not always apparent, is difficult. Data limitations, for example, severely hinder assessments. And it is not a straightforward endeavor to link BPC-related upgrades for indigenous forces to a reduced likelihood that U.S. combat forces would have to intervene in a conflict, a key goal of building those indigenous forces. Further, the CCMDs do

¹ U.S. Department of Defense, *Sustaining U.S. Global Leadership: Priorities for 21st Century Defense*, Washington, D.C., January 2012, p. 2.

not always know the results of their BPC activities in detail. As a long-term endeavor, results of BPC efforts often emerge over a relatively long period of time. Following up after the fact to gather the necessary data requires dedicated time and effort.

The tools available to the CCMDs—such as resources, authorities, programs, processes, and organizational relationships—may or may not be the optimal ones for the delivery of BPC activities to partner countries. An important starting point is to understand the strengths and limitations of these tools in greater detail, and to be fully clear on what is available. Do the CCMDs have the right mechanisms to achieve their theater campaign objectives? Are they in any way limited to the point of precluding the advancement of key objectives? If so, how? What changes need to occur to enable greater success, both in terms of effectiveness and efficiency?

This report begins to address this gap by first characterizing SC mechanisms, specifically by baselining and categorizing them. The report produces a detailed database of the SC mechanism elements, which is fundamental to understanding the relationship among SC programs, purposes, and activities. Second, the report develops and applies a preliminary means of evaluating the effectiveness and efficiency of select SC mechanisms. This includes identifying case studies from among relevant mechanisms CCMDs use for BPC and identifying lessons and best practices from those case studies. Finally, the report draws on the analysis from the case studies to recommend ways to improve effectiveness and efficiency of those mechanisms in the future, from the CCMD's perspective, specifically in terms of existing authorities, resources, programs, and coordination processes.

Security Cooperation Mechanisms: A “Patchwork”

This report refers to a concept that we are calling “SC mechanism,” the collection of key elements that together are able to deliver security cooperation to partner countries. Our focus in this study is on SC mechanisms the CCMDs use to build partner capacity. SC mechanisms are composed of five elements: programs, resources, authorities,

processes, and organizational relationships. They can be categorized according to the capability or purpose against which they are utilized and the activity they help execute. CCMDs typically employ multiple mechanisms to achieve a single objective or even to engage in a single activity. Thus, security cooperation professionals in DoD commonly refer to the need to assemble multiple mechanisms in a “patchwork” to deliver security cooperation and build partner capacity.

Planners and resource managers work together to figure out creative ways, within the bounds of the law, to execute their BPC plans, which looks rather like a patchwork. Whereas some might see a patchwork as a work of art that everyone is fond of, is carefully constructed, and lacks holes, the term in our context has negative connotations. This patchwork is more like a tangled web, with holes, overlaps, and confusions. Often, several funding sources are used to support single events, and several programs are used to support broader initiatives. The challenges to planning, resourcing, executing, and assessing BPC activities are considerable. First, authorities for BPC vary considerably. Some authorities attached to programs are single-year, and some are multiyear. Some limit DoD to engaging only with a partner country’s military forces, while others allow DoD to engage other armed forces under the authority of ministries other than the Ministry of Defense (MoD). Some allow for training; others do not. Second, resources are unpredictable from year to year, and are managed by different agencies working under different priorities. Third, processes can be slow and cumbersome. Planning for exercises, for example, is completed at least a year before the event occurs to ensure forces are available. Fourth, organizations that have a role in executing BPC activities, even within DoD, play by different rules and priorities. Some coordinate well with the CCMDs, and some are less than collaborative. Success in executing BPC activities often lies with the knowledge and creativity of the country directors and resource managers at the CCMDs.

The Security Cooperation Database: Specifics and Nuances

The RAND team has built and modified a Security Cooperation Database, which consists of programs, authorities, associated purposes, and organizations from across the U.S. government. The RAND Security Cooperation Database contains data on 165 security cooperation programs. Most of the programs are managed by DoD offices, sometimes jointly with other departments or agencies. Some are managed outside of DoD by the departments of State (DoS), Homeland Security, Energy, Justice, and others. The decision to include such programs was based on relevance to stated DoD objectives and mission areas.

Legislative authorities are the centerpiece of the database. The authorities contained in the database are linked to specific security cooperation programs, with the programs then serving as the organizing hub for all of the other information. The database references 184 separate authorities, many of which are broad and serve as the basis for many security cooperation programs, although some are very specific, limiting the nature of activities and the partners with which the activities may be conducted. Moreover, most security cooperation programs rely on more than one authority, creating an overlapping web of connected programs and authorities for security cooperation.

The database's focus is on DoD programs, and is largely the product of a review of Title 10 U.S. Code and relevant public laws.² But while the database is rooted in a review of legislative authorities, it also incorporates information from DoD and Service strategies, policies, directives, instructions, and other guidance documents related to security cooperation efforts. The database not only associates programs with their legislative authorities, it also describes program objectives, regulations, key processes, funding sources and other resources, and program manager contact information. The database provided a foundation that informed our discussions with CCMD stakeholders. Together with those conversations, it enabled us to identify some nuances.

² U.S. Government Printing Office, U.S. Code, Title 10, *Armed Forces*, January 3, 2012.

There Are Regional and Contingency-Specific Limitations. In some cases, while an authority may exist, it may not be usable by the BPC program manager. Authorities often are the result of legislative action taken by Congress for a specific purpose; for example, a contingency operation. Likewise, a congressional authority may have a regional focus, often driven by a particular threat or other problem that is being addressed. Cooperative Threat Reduction authorities, for example, are focused on the former Soviet Union, and many counternarcotics authorities are focused on named countries or regions within Latin America or Africa. Operations in Afghanistan, Iraq, and Pakistan comprise nearly 20 percent of the authorities contained in the database.

Not All Authorities Are Equal. While some broad authorities under the control of DoD program managers can support many initiatives without geographic or contingency-related restrictions, there are other aspects that create limitations. Most authorities that can provide training, education, supplies, or equipment are in fact contained in Title 22, and are part of the jointly managed DoS-DoD security assistance process.³

Complicated Processes Create Additional Challenges. Other, broader programs, such as Section 1206 Global Train and Equip, require substantial coordination with the State Department, and are encumbered by a complex approval process and limited funding authority.⁴ Section 1206 authority requires the involvement of both DoD and DoS, including high-level approvals before funds are spent.

³ U.S. Government Printing Office, U.S. Code, Title 22, Section 2304, *Human Rights and Security Assistance*, January 3, 2012.

⁴ Section 1206 arises from U.S. Congress, *National Defense Authorization Act for Fiscal Year 2006*, Public Law 109-163, 119 STAT. 3436-3437, January 6, 2006.

Assessing Effectiveness and Efficiency of SC Mechanisms Used by the Combatant Commands to Build Partner Capacity

The fundamental challenge in assessing security cooperation mechanisms is that quantitative indicators of effectiveness and efficiency of these mechanisms are neither developed nor tracked in a systematic fashion, and even qualitative indicators are based more on narrative and anecdotal experience than structured assessment. RAND developed an approach to assist in the assessment of the effectiveness and efficiency of SC mechanisms used by the CCMDs for BPC. Effectiveness is defined as the extent to which a mechanism advances a CCMD BPC-related objective or set of objectives. Efficiency is the overall level of effort required to secure and employ a mechanism to execute CCMD BPC activities, rather than efficiency of the actual resources expended. RAND rated each of a mechanism's elements and then rolled those ratings up to qualitatively assess overall mechanism effectiveness and efficiency. These assessments were based on RAND analysis and interpretation of comments of CCMD SC professionals obtained during focused discussions.

RAND reviewed SC mechanisms that four CCMDs use to support four objectives:

- Africa Command (AFRICOM): counterterrorism (CT)
- Pacific Command (PACOM): CT
- Southern Command (SOUTHCOM): CT and countering transnational organized crime
- European Command (EUCOM): building coalitions and defending against ballistic missiles.

Assessing the utility of largely qualitative activities is a challenge, and the exact ratings of effectiveness and efficiency of the mechanisms can certainly be debated. But the evaluation of these mechanisms provided a foundation for development of options to improve the “patchwork” of authorities and programs available to SC planners in the CCMDs.

Key Findings

In assessing effectiveness and efficiency of SC mechanisms used by the CCMDs for BPC, RAND found areas of both convergence and divergence across the commands. Areas of convergence across CCMDs are as follows:

- Lack of flexible, multiyear authorities hinders effective planning and efficient execution.
- Foreign military financing (FMF) is slow, not prioritized against DoD objectives, inflexible, and difficult for DoD to control once disbursed.
- Constraints on Section 1206 funding availability, sustainment potential, and working with non-MoD partners limit its effectiveness, while associated equipping efforts can be onerous on staffs.
- Education programs like International Military Education and Training (IMET) and the Counterterrorism Fellowship Program (CTFP) generally score as highly effective; however, some processes are onerous on staffs.
- Military-to-military, or mil-mil, authorities are effective as foundations of BPC but cannot be used to support training and equipping; those controlled centrally are not efficient; some authorities are left to interpretation.
- Mechanisms for cooperation with regional organizations are limited.

Areas of divergence or issues that are specific to one CCMD are as follows:

- EUCOM has been able to effectively utilize Section 1206 and FMF with coalition partners.
- Lack of CT training/equipping authorities in SOUTHCOM and PACOM force reliance on indirect SC mechanisms for building partner CT capacity.
- Dedicated training/equipping mechanisms provide AFRICOM with flexible means of building partner CT capacity.

- EUCOM's experience with SC mechanisms for building ballistic missile defense (BMD) capacity is quite negative, but still forming.
- PACOM has concerns about the usage and responsiveness of the Global Security Contingency Fund (GSCF).

Recommendations

Based on these findings and the detailed analysis presented in this report, RAND recommends several near-term and farther-term actions by the Office of the Secretary of Defense (OSD), with Joint Staff support, to improve the effectiveness and efficiency of SC mechanisms offered to the CCMDs for building partner capacity.

Improving Effectiveness of the SC Mechanisms for BPC

To improve SC mechanism effectiveness in the near term:

- *Establish a working group to explore existing authorities for CCMD-executed BMD activities with allies and partners to determine if additional, specific authorities are needed to accomplish CCMD objectives.* This recommendation links to the finding that there appear to be few mechanisms to support BMD with higher-end allies and partners. Such a group would ideally consist of officials from the Joint Staff, the relevant CCMDs (EUCOM and PACOM), and the Missile Defense Agency (MDA), and the purpose would be to explore existing authorities for CCMD-executed BMD activities with allies and partners. The Security Cooperation Policy Executive Council could serve this function as well.
- *Seek to establish a new global authority for rapid, inexpensive equipping to meet the demand, particularly to support current operations.* This recommendation links to the finding on the slowness of FMF and 1206 processes for meeting immediate, low-level equipment demands, particularly for partners involved in ongoing operations. EUCOM appears to have had greater success in making these linkages explicit, though this is not institutionalized. The idea would be for DoD to establish a mechanism to

quickly (within 90 days) obtain less expensive (\$100,000 or less) general-purpose military equipment, such as uniforms and other personal gear, small arms, ammunition, and common supplies and replacement parts.

To improve SC mechanism effectiveness in the long term:

- *Take maximum advantage of GSCF pilot initiatives to demonstrate the need for expanding authorities to do BPC with armed forces under the authority of ministries other than ministries of defense.* This recommendation links to several findings, including limitations to do BPC activities with nonmilitary forces, the need for flexible, multiyear authorities, PACOM's concerns about the utility and responsiveness of GSCF, and using GSCF as a possible means for increasing cooperation with regional organizations. The authorities for DoD forces to engage highly relevant non-MoD security forces are limited, and by exception. The success of GSCF could demonstrate to Congress the ability of DoD and DoS to plan, execute, resource, and assess these activities in lock-step, which could lead to establishing broader, more-permanent authorities and appropriations for the future. This is especially important in countering the nexus between narco-trafficking and terrorism, which often requires working with the armed forces of ministries of interior and other non-MoD agencies.
- *Explore ways to formally link 1200-series to FMF to enable greater partner capability sustainment and institutional reform.* This recommendation links to the finding regarding the lack of sustainment provided by Section 1206 (and thus, the need to tie the 1200-series to other U.S. funding sources)—and, to a lesser degree, the need for multiyear, flexible authorities. Consider inviting DoS officials from the Political-Military Affairs and the Regional Bureaus (Africa and Asia-Pacific in particular) to form a task force, which could streamline 1206 and FMF funding to improve responsiveness, simplify processes, strengthen U.S. government spending control in some countries, and ultimately, better enable sustainment and institutional reforms in partner countries. This could be

combined with the following recommendation, forming a single task force, subdivided into two groups.

- *Seek additional, global authorities to broaden dedicated CT training.* This recommendation links to the lack of CT training authorities in PACOM and SOUTHCOM areas of responsibility (AORs) and the reliance on indirect mechanisms to accomplish this objective. It also builds on the dedicated training/equipping mechanisms in the AFRICOM AOR to build partner CT capacity. We found consensus in our CT case studies on the need to expand authorities for dedicated CT training for BPC. Consider working with DoS officials from the Political-Military Affairs and Regional Bureaus to form a task force to explore ways to better meet U.S. government-wide CT objectives.

Improving Efficiency of the SC Mechanisms for BPC

To improve SC mechanism efficiency in the near term, we recommend the following actions:

- *Provide the CCMDs with clear, up-to-date interpretation from OSD of all BPC authorities on an annual basis to enable all to effectively leverage available mechanisms.* This recommendation links to the finding on CT training authorities for SOUTHCOM, as well as to the finding on the need to provide clarity on mil-mil authorities, since they provide the foundation for training and equipping initiatives. Generally, we found limited numbers of experts at the CCMDs with deep knowledge on existing BPC authorities, and among those, different interpretations of those authorities in some instances. Annual updates to the CCMDs and component commands would help to deepen this knowledge, thus reducing confusion and instances of misinterpretation.
- *Consider simplifying requirements for annual justification of ongoing programs to improve efficiency.* This recommendation links to the finding regarding onerous annual processes for education programs like IMET and CTFP. Our case studies highlighted the cumbersome processes for collecting data to support annual congressional reporting requirements for BPC programs. Consider

streamlining these processes, where possible, including standardizing the schedule for collection and informing the CCMDs of the types of data required well in advance.

- *Explore options for developing and managing the growing number of pseudo cases associated with Section 1206 initiatives to improve efficiency.* This recommendation links to constraints on Section 1206 funding availability, the need to formally connect FMF with the 1200 series, and the lack of flexible, multiyear authorities, which hinders CCMD planning and execution. CCMD staffs have generally seen an increase in workload associated with pseudo cases, where the United States takes a more active role in identifying partner country needs. The CCMDs require additional support, perhaps one additional billet or contractor support, to handle these cases and ensure they move along correctly and timely through the process.

To improve SC mechanism efficiency in the long term, we recommend the following action:

- *Consider seeking approval to lengthen time for select Title 10 authorities and funding sources beyond two years (a minimum of three years) to enable effective institutionalization of capabilities.* This recommendation links to constraints on Section 1206 funding availability, the need to formally connect FMF with the 1200 series, and the lack of flexible, multiyear authorities, which hinders CCMD planning and execution. Our case studies indicate that the actual length of time of the existing authorities and funding sources hinders BPC efficiency and effectiveness. Two years is not enough time to build capacity in most countries. The examples of authorities and funding sources that should be lengthened include the Coalition Readiness Support Program, Section 1206 Global Train and Equip, and Partnership for Regional East Africa Counterterrorism. The experience of GSCF, as it is implemented and lessons become more apparent, should be helpful as a test case for the employment of multiyear, flexible authorities.

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Abbreviations

AFRICOM	Africa Command
AOR	area of responsibility
APCSS	Asia-Pacific Center for Security Studies
APRI	Asia-Pacific Regional Initiative
BPC	building partner capacity
BMD	ballistic missile defense
CAPE	Office of Cost Assessment and Program Evaluation
CCIF	Combatant Commander's Initiative Fund
CCMD	Combatant Command
CENTCOM	Central Command
CRSP	Coalition Readiness Support Program
CT	counterterrorism
CTFP	Counterterrorism Fellowship Program
CTOC	counter-transnational organized crime
DCCEP	Developing Country Combined Exercise Program
DSCA	Defense Security Cooperation Agency

DoD	Department of Defense
DoS	Department of State
EUCOM	European Command
FMF	foreign military financing
FMS	foreign military sales
GSCF	Global Security Contingency Fund
IMET	International Military Education and Training
ISAF	International Security Assistance Force
JCET	Joint Combined Exchange Training
LATAM Coop	Latin American Cooperation
MDA	Missile Defense Agency
mil-mil	military-to-military
MoD	Ministry of Defense
O&M	operations and maintenance
OEF-CCA	Operation Enduring Freedom–Caribbean/Central America
OEF-TS	Operation Enduring Freedom–Trans Sahel
OSD	Office of the Secretary of Defense
OSD/P	Office of the Under Secretary of Defense for Policy
PACOM	Pacific Command
P.L.	Public Law
PE	personnel expenses
PREACT	Partnership for Regional East-African Counter Terrorism

RDT&E	research, development, testing and evaluation
SC	security cooperation
SOCSOUTH	Special Operations Command–South
SOF	Special Operations Forces
SOUTHCOM	Southern Command
TCA	Traditional Commander’s Activity
USAID	U.S. Agency for International Development
WMD	weapons of mass destruction

Introduction

Background

Security cooperation (SC) is an overarching term that defines “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 supporting institutional capacity, [and] provide U.S. forces with peacetime and contingency access.”¹ 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. The Department of Defense (DoD) has a long history of conducting SC activities with partner countries for a variety of purposes, including building partner capacity (BPC), which is a primary focus of this report.

Assessing the effectiveness and efficiency of BPC-related activities has been a perennial challenge, and while attempts have been made to crack the code through a variety of narrow, typically program-focused assessments, there remains no systematic agreed-upon approach to either data collection or analysis of those data within DoD. Moreover, for the geographic Combatant Commands (CCMDs), the primary

¹ See the Defense Security Cooperation, *Frequently Asked Questions (FAQs)*, web page, November 28, 2007.

planners and executors of DoD's BPC activities, information is sparse regarding the effectiveness and efficiency of the tools available to support the delivery of capabilities to partner countries. Complicating this challenge is the rate of "turnover" of security cooperation professionals like country desk officers, who gain knowledge of the "mosaic" of BPC authorities over the length of their tours but are replaced by less experienced professionals who lack an authorities roadmap. There is thus a strong case to be made for helping SC planners, resource managers, and decisionmakers understand the full set of SC mechanisms and their requisite components.

This report addresses this gap by providing an approach to capturing qualitative assessments of the variety of security cooperation mechanisms available to the CCMDs to achieve their BPC objectives, and to considering the successes and limitations of the mechanisms. In short, the report catalogues SC mechanisms by comprehensively linking programs and authorities, provides an approach for evaluating their effectiveness and efficiency, applies this approach to selected case studies, and provides recommendations for improving the effectiveness and efficiency of SC mechanisms for BPC based upon the case studies from a CCMD perspective.

Defining Building Partner Capacity

BPC is currently not defined in the DoD dictionary or in DoD doctrine. Though not a new concept, the term "building partner capacity" was first discussed in the 2006 Quadrennial Defense Review, specifically in the BPC Execution Roadmap, where it was defined as "targeted efforts to improve the collective capabilities and performance of the DoD and its partners." We clarify the definition a bit further. BPC activities mainly include training, equipping, exercises, and education designed to enhance a partner country's ability to improve its own internal security situation and make valuable contributions to coalition operations. Importantly, familiarizations, workshops, conferences, and staff talks, for example—generally termed military-to-military, or mil-mil, events—are often key enablers to BPC, so we include them

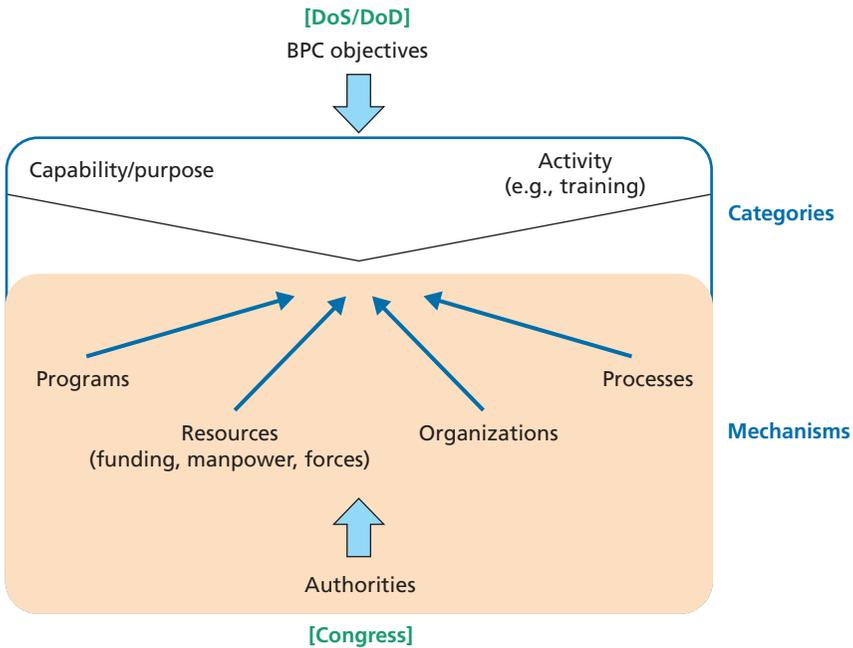
as well. We do not include activities that are designed primarily to enhance relationships or secure access, and other activities that are not focused on developing partners' defense/security sectors. Examples would include senior meetings to secure an access agreement, a conference set up to explore a new area of cooperation, and a ship visit for humanitarian purposes. These activities, in our view, are only indirectly tied to BPC.

What Is an SC Mechanism?

This report refers to a concept that we are calling “SC mechanism,” which we define as the collection of key elements that together are able to deliver security cooperation to partner countries. Our focus in this study is on SC mechanisms that the CCMDs use to build partner capacity. SC mechanisms are composed of five elements, as depicted in Figure 1.1: programs, resources, authorities, processes, and organizational relationships. They can be categorized according to the capability or purpose against which they are utilized and the activity they help execute. CCMDs typically employ multiple mechanisms to achieve a single objective or even to engage in a single activity. Thus, security cooperation professionals in DoD commonly refer to the need to assemble multiple mechanisms in a “patchwork” to deliver security cooperation and build partner capacity.

While the categories and elements of an SC mechanism are discussed in greater detail in the following chapter, the definitions here provide a quick explanation. We categorize mechanisms according to *capability or purpose and activity*. *Capability/Purpose* refers to the underpinning military purpose, which is closely related to the threat or problem a CCMD is trying to solve. Examples include BPC for counterterrorism (CT), interoperability, border security, counterinsurgency, coalition operations, maritime security, combating weapons of mass destruction (WMD), etc. We group *activities* under four main categories: mil-mil contacts, training, equipping, and cooperative activities. We associate the aforementioned five elements with each mechanism. A *program* encompasses a group of activities that has an established

Figure 1.1
Categorization of SC Mechanisms



RAND RR413-1.1

set of objectives, resources, and a management structure. *Resources* refer to the funding, personnel, and facilities associated with the BPC activities or programs. *Authorities* are the rules governing the use of programs and resources, some of which are explicitly directed by legislation or developed within the context of enabling legislation(s). *Processes* include the management, execution, and oversight functions for planning, resourcing, executing, and assessing BPC activities. Finally, *organizations/organizational relationships* are the entities involved in the planning, resources, execution, and assessment of BPC activities. These can fall within DoD and can also involve outside agencies.

Using the Security Cooperation Database developed by RAND and detailed in Chapter Two, the research team identified 92 possible combinations of purposes/capabilities and activities. Some examples

include combating terrorism training, border security exercises, and peacekeeping workshops.

The Section 1206 Global Train and Equip Program is commonly used by the combatant commands as a mechanism for building partner CT capabilities. Section 1206 is a congressional authority first enacted in the Fiscal Year 2006 National Defense Authorization Act that allowed DoD “to build the capacity of a foreign country’s national military forces for that country to 1) conduct counterterrorist operations; or 2) participate in or support military and stability operations in which the United States Armed Forces are a participant.”² The process by which programs are submitted and approved is “dual-key” and run jointly by the Secretaries of Defense and State; as such, CCMDs must work with organizations such as the Bureau of Political-Military Affairs at the Department of State (DoS), the Office of the Deputy Assistant Secretary for Special Operations Capabilities and Counterterrorism at the Office of the Secretary of Defense (OSD), and the Joint Staff. Financial resources for Section 1206 programs come from Title 10 Operations and Maintenance (O&M) accounts, while manpower is often provided by the military services. Thus, Section 1206 is a mechanism that brings together authorities, programs, resources, processes, and organizations to enable the CCMDs to build partner counterterrorist capacity and achieve theater objectives.

Some examples of mechanisms that support CT training include:

Capability Area: CT

- Objective (Illustrative): “To provide Country X with the ability to conduct CT operations”
- Authorities (not exhaustive):
 - U.S. Code 22, §2348 (FAA, Sections 571–574)
 - U.S. Code 10, § 127(c) “Purchase of weapons overseas: force protection
 - U.S. Code 10, §2011, “Special Operations Forces: training with friendly foreign forces

² U.S. Congress, *National Defense Authorization Act for Fiscal Year 2006*, Public Law 109-163, 119 STAT. 3436-3437, January 6, 2006.

- U.S. Code 10, §2249c, “Regional Defense Combating Terrorism Fellowship Program: authority to use appropriated funds for costs associated with education and training of foreign officials”
- Resources (related to above authorities):
 - Antiterrorism assistance funding (DoS/CT)
 - Coalition Support Funds
 - U.S. Special Operations Command Major Force Program (11 funds)
 - Operations and Maintenance training budgets
- Management and coordination processes (examples)
 - Foreign Military Sales pseudo case procedures
 - Foreign disclosure processes
 - Compliance with published guidance, directives, instructions, etc.
 - Routine coordination among responsible offices and commands.

Table 1.1 lists the 25 SC mechanisms we reviewed with the combatant commands. The table lists the mechanism, its type (which element characterizes it), and the purpose (counterterrorism, counter-narcotics, coalition operations, and missile defense) against which we assessed the mechanism for this study; some mechanisms can be applied to other purposes not covered in this study. Some of the mechanisms are authorities, like Section 1206, with an associated program or programs, resources, organizations, and processes. Others are programs that have multiple authorities associated with them and employ unique sets of processes, resources, and organizations. From the combatant command perspective, “Missile Defense Agency funds” constitute a mechanism characterized as organizational resources, but these also have attendant authorities, programs, and processes. Thus, a mechanism may at core be characterized by one of the five mechanism elements (e.g., an authority), but is always linked to the other four elements (e.g., program, process, organization, resources). We describe the mechanisms in greater detail in Chapters Two and Three.

Table 1.1
SC Mechanisms for BPC Reviewed With the Combatant Commands

SC Mechanism	Type of SC Mechanism	Purpose (Study Focus)
Army/Guard Operations and Maintenance Funds	Resource	Counterterrorism
Asia-Pacific Center for Security Studies	Program	Counterterrorism
Asia-Pacific Regional Initiative	Authority	Counterterrorism
Combatant Commander's Initiative Fund	Authority	Coalition operations, missile defense
Coalition Readiness Support Program	Program	Coalition operations
Counterterrorism Fellowship Program	Program	Counterterrorism
Developing Country Combined Exercise Program	Authority	Counterterrorism, counternarcotics, coalition operations
Foreign Military Financing	Program	Counterterrorism, counternarcotics, coalition operations
Global Security Contingency Fund	Authority	Counterterrorism
"Indirect Mechanisms"	Multiple	Counterterrorism
International Military Education and Training	Program	Counterterrorism, counternarcotics
Joint Combined Exchange Training	Authority	Counterterrorism
Latin American Cooperation	Authority	Counterterrorism, counternarcotics
Missile Defense Agency Funds	Resource	Missile defense
Operation Enduring Freedom—Caribbean and Central America	Program	Counterterrorism
Operation Enduring Freedom—Trans-Sahel	Program	Counterterrorism
Personnel Expenses	Authority	Counterterrorism, counternarcotics, coalition operations
Partnership for Regional East Africa Counterterrorism	Program	Counterterrorism
Section 168	Authority	Coalition operations
Section 1004	Authority	Counternarcotics
Section 1033	Authority	Counternarcotics
Section 1202	Authority	Coalition operations
Section 1203	Authority	Counterterrorism
Section 1206	Authority	Counterterrorism
Traditional Commander's Activity	Resource	Counterterrorism, missile defense

Study Objectives, Tasks, and Approach

The objectives of this study are to characterize and categorize existing SC mechanisms; develop/apply a means of capturing the evaluation, the effectiveness, and the efficiency of select SC mechanisms from a CCMD perspective; and, drawing on the analysis from the case studies, recommend ways to improve effectiveness and efficiency of those mechanisms in the future.

Our research focuses on four geographic CCMDs: European Command (EUCOM), Africa Command (AFRICOM), Southern Command (SOUTHCOM), and Pacific Command (PACOM). For the purposes of this study, Central Command (CENTCOM) was omitted due to the unique nature of its BPC authorities, and Northern Command was omitted for the limited number of countries covered.³ Our discussions with the CCMDs focused on the following general questions:

- Do the CCMDs have the right mechanisms available to achieve their theater campaign objectives related to BPC?
- Are the CCMDs in any way limited to the point of precluding the advancement of key objectives? If so, how?
- What changes need to occur to enable greater success, both in terms of effectiveness and efficiency?

The study consists of three main tasks. First, we characterize SC mechanisms. This task baselines key existing mechanisms, categorizes them, and produces a detailed database of the SC mechanism elements. Second, using an inductive approach, we develop and apply a preliminary means of evaluating the effectiveness and efficiency of select SC mechanisms. This includes identifying case studies from among relevant mechanisms that CCMDs use for BPC, and identifying lessons and best practices from those case studies. Third, we draw on the anal-

³ We were asked by the sponsor not to focus on CENTCOM because of the special authorities available due to the wars in Afghanistan and Iraq, which are not considered steady-state and could skew the results. We also omitted Northern Command because of the focus on homeland defense and the limitation of countries (only three—Canada, Mexico, and the Bahamas) assigned to this command.

ysis from the case studies to recommend ways to improve effectiveness and efficiency of those mechanisms in the future, based on lessons and gaps—specifically in terms of existing authorities, resources, programs, and coordination processes.

Before commencing the research, the study team developed two testable hypotheses:

- **Hypothesis #1:** The characteristics of available SC mechanisms *have hindered* the CCMDs from efficiently executing BPC-related activities
- **Hypothesis #2:** The characteristics of available SC mechanisms *have not prevented* the CCMDs from making adequate progress in achieving their BPC objectives.

Essentially, the study team was expecting the CCMDs to identify issues associated with efficiency of executing its BPC activities through existing mechanisms/mechanism elements (i.e., slow or cumbersome processes, difficulties with synchronizing activities, limited resources). At the same time, we did not anticipate that these inefficiencies would severely limit the CCMDs' ability to achieve their key BPC objectives. In other words, although anticipating variations in the case studies, we expected the “patchwork of mechanisms” discussed in the following chapter to generally work, albeit inefficiently.

In terms of Hypothesis #1, as we will show in this report, we found exactly what we expected—there are multiple areas where efficiency could be improved. For example, some existing tedious approval processes create unnecessary staff churn in EUCOM, and the increase in the number of Section 1206–funded pseudo-foreign military sales (FMS) cases in AFRICOM have the same effect. The lack of clarity on authorities and particularly the differences in interpretation among OSD and the CCMD staffs also creates confusion and causes delays in SC planning and execution.

For Hypothesis #2, which relates to effectiveness, the report will show that the CCMDs are able to achieve their objectives for the most part, but there are some notable exceptions. For example, we found that a lack of direct training mechanisms for CT in PACOM and SOUTH-

COM forces both CCMDs to use indirect counternarcotics mechanisms to accomplish their objectives, and SOUTHCOM is unable to do “preventative CT” as a result. Additionally, EUCOM apparently lacks a ballistic missile defense (BMD) mechanism for engaging higher-end allies, though further study is required.

Organization of the Report

Chapter Two discusses the specific elements used in characterizing SC mechanisms and the resulting patchwork approach used by the CCMDs. The RAND Security Cooperation Database, which contains information on all of these elements, is discussed and illustrated. However, the realities of program funding, geographic restrictions, and other factors impose real limitations on exactly what can be done within the existing framework of legal authorities. This chapter is linked to Appendix A, which illustrates the SC Database in further detail.

Chapter Three evaluates the contributions of security cooperation mechanisms to the achievement of CCMD objectives regarding BPC. It is not intended to assess the performance of the CCMD or the ability of partner nations to receive and incorporate U.S. support. This chapter is linked to Appendix B, which provides justifications for the high, moderately high, moderately low, and low/failure ratings for each mechanism and mechanism element assessed in this study.

Chapter Four consolidates and presents the study team’s overall conclusions, findings, and recommendations.

Study Caveats

A significant portion of the study team’s data came from inputs from SC professionals (planners, resource managers, assessors) at the four CCMDs, and those inputs were mainly qualitative, with some limited quantitative data provided. Data on BPC execution were limited because the CCMDs often do not have complete visibility into activities as they are taking place or their particular outcomes—

execution is primarily the responsibility of the Service component commands. Moreover, while we had access to some program-level assessments, they tended to be process- and output-focused, rather than effectiveness- and efficiency-focused. The research team conducted focused discussions with a limited number of core CCMD SC professionals to elicit their experiences with various mechanisms and their perspectives on effectiveness and efficiency. In some cases, when the study team provided post-discussion feedback to CCMD interlocutors to validate findings, disagreement emerged among some of those professionals, which made the analysis challenging to reconcile at times.

Finally, the study focused on the CCMDs and their perspectives; it did not take into account other perspectives in the OSD, the Joint Staff, the DoS, or other BPC stakeholders—or for that matter, Congress. DoD in general and the CCMDs in particular tend to see the dissemination of military hardware and know-how to friendly countries as beneficial to U.S. national security, enabling partners either to meet their own security needs more effectively without U.S. involvement or to participate more effectively in coalition missions. But this is fundamentally at odds with the philosophy underlying much of the legislation containing the authorities for BPC, especially on the Title 22 side.⁴ It is no accident that the United States has an “Arms Export *Control* Act” rather than an “Arms Export Act.” Much of the machinery through which BPC functions is intended to make it harder rather than easier to disseminate military capabilities to foreign countries. Conversely, many of the authorities on the Title 10 side were created to facilitate evasion of the Title 22 restraints.⁵ Both tendencies are a reflection of contradictory views within Congress and within any given presidential administration. Moreover, it will also be difficult to obtain congressional consensus for new, more flexible authorities, since much of the inflexibility in the current authorities can be traced back to the particular equities of individual members or groups.

⁴ U.S. Government Printing Office, U.S. Code, Title 22, Section 2304, *Human Rights and Security Assistance*, January 3, 2012.

⁵ U.S. Government Printing Office, Title 10, 2012; U.S. Government Printing Office, Title 22, 2012.

Characterizing Security Cooperation Mechanisms

This chapter provides further clarity of the specific elements used in characterizing SC mechanisms. While mechanisms are a convenient way to think about how the various elements are organized, in practice, the way these elements are drawn together to create real BPC activities is much more of a patchwork. The RAND Security Cooperation Database contains information on all of these elements, and can give the user insights into what may be available to support specific objectives and priorities. But, as the chapter concludes, the realities of program funding, geographic restrictions, and other factors impose limitations on what can be done within the existing framework of legal authorities.

Linking BPC Goals to Activities

Security cooperation (SC) mechanisms begin first and foremost with authorities as the critical input by Congress that allows the resourcing and execution of BPC activities. Based on these authorities, programs bring together resources, processes, and organizations to facilitate the execution of BPC activities with partner countries. These activities enable BPC according to concepts of operation. Demonstrated partner capabilities serve broad BPC ends, which themselves help achieve national and regional security goals—the ultimate output—set forth by the President, the Secretaries of Defense and State and, within a framework defined by the Undersecretary of Defense for Policy, the combatant commands.

National security and military objectives drive the definition of BPC goals globally as well as at the country level. For the purposes of this report, we are focused on the geographic CCMDs, which translate the broader national and military objectives into operational objectives and subsequent BPC activities, as articulated in the respective CCMD Theater Campaign Plans.

Activities are, therefore, the building blocks of BPC and form the “pointy end of the spear” when it comes to building partner capacity. As mentioned in Chapter One, we categorize BPC activities within four bins: mil-mil, training, equipping, and cooperative activities. The mil-mil activities include defense/military contacts, personnel exchanges, workshops and conferences, and needs/capability assessments. The training category includes training, education, and exercises. Equipping includes equipment, supplies, and construction. Finally, cooperative activities include research, development, test and evaluation; experimentation; and information exchanges.

Programs largely enable BPC activities. Programs present definitional problems for the DoD-wide SC community. Programs such as the Military Personnel Exchange Program, the Section 1206 Global Train and Equip Program, and the CTFP are programs of record with established objectives, management structures, processes, and resources. Other programs or program elements are associated with capabilities that are not dedicated to BPC but have an ancillary effect. Foreign military sales of the F-16 to Poland is an example. There are also vehicles for enabling BPC activities that are at times referred to as programs, but do not have the same characteristics as programs of record. Examples of such vehicles are Traditional CCMD Activities and the Headquarters U.S. Air Force–managed Operator Engagement Talks.

Resources refer not only to funding, but also to manpower, equipment, and force elements provided by programs that help execute BPC activities. When programs used for BPC are not BPC-dedicated, neither are the associated resources, which presents one of the more difficult challenges in characterizing the SC mechanism as well as tracking, assessing, and programming the resources that help build partner capacity.

Organizations can be seen as collections of decisionmakers and stakeholders whose responsibilities and authority often are governed by

guidance provided by DoD and elaborated in directives and instructions. BPC usually requires multiple organizations to work together toward common goals. In some instances, organizations can have parochial interests and institutional outlooks that influence their relationships with other entities.

Processes provide the links between the dimensions of SC mechanisms. For example, there are various processes for requesting funding to conduct activities and for assessing the effectiveness of activities in building new capabilities. Some processes, such as those dedicated to foreign military sales, are well-established and standardized. Others, such as the development, resourcing, and execution of various workshops and seminars, are more ad hoc in nature.

Authorities are the vehicles by which Congress expresses its intent as to how the nation's resources are to be used to build partner capacity. Most BPC-related authorities fall under Title 10 and Title 22 of the U.S. Code.¹ Title 10 authorities, which authorize the role of the Services to organize, train, equip, and sustain U.S. military forces, are the primary source of DoD-managed BPC programs. The Latin American Cooperation Program, which provides funds for conferences, seminars, and other BPC meetings with partners, is an example of a Title 10–authorized program. Title 22 authorities enable security assistance programs that are controlled and resourced by the Department of State but administered by DoD. Foreign military financing, international military education and training, and excess defense articles are examples of Title 22–authorized programs.

The Patchwork Approach: How It All Comes Together (or Should Come Together)

The question of how this mix of programs, resources, authorities, processes, and organizational relationships works is an interesting one, and the answer unfortunately is not very straightforward. Planners

¹ U.S. Government Printing Office, Title 10, 2012; U.S. Government Printing Office, Title 22, 2012.

and resource managers within the CCMD J-5 (strategy, plans) and J-8 (resources) work together to figure out creative ways, within the bounds of the law, to execute their BPC plans. More often than not, several funding sources are used to support single events, and several programs are used to support broader initiatives. For example, to execute a bilateral exercise event in Colombia, SOUTHCOM might use a combination of Latin American Cooperative funds (for meals), Chairman's exercise funds, personnel expenses (to transport U.S. forces), and the Developing Countries Combined Exercise Program (to defray the expenses of certain participant countries). There are also much larger, coordinated efforts. For the train-and-equip programs in the Democratic Republic of Georgia, 16 different programs and funding sources—including Title 22 border security assistance and Title 10 training and equipping programs, as well as some Departments of Energy and Homeland Security programs—supported the U.S. government-wide effort. For long-term efforts involving both conventional and special forces (such as in Operation Enduring Freedom in the Philippines), special programs, resources, and authorities are utilized. For these more sensitive programs, dedicated authorities are often required where special training occurs and Congress typically plays a more active role.

The challenges to planning, resourcing, executing, and assessing BPC activities are considerable, and will be discussed in more detail in the following chapter. Briefly, four factors exemplify some of these challenges. First, authorities for BPC (and SC more widely) vary considerably. For example, some authorities attached to programs are for one year; others are multiyear. Some limit DoD to engaging only with a partner country's military forces, while others allow DoD to engage other security forces, such as those owned by the partner country's interior ministry (e.g., paramilitary, police, customs agents, and border guards). Some allow for training, while others only allow for concept familiarization. Second, resources are unpredictable from year to year, and are managed by different agencies working under different priorities. Resources should be obligated as early as possible to secure funding for an event, but that means events planned later in the calendar year can be at risk of cancellation. In the other extreme, resources left unobligated later in the year can sometimes be used to fund lower-priority

activities, merely because the resources are available and need to be obligated quickly. Third, while processes for making it all happen can be streamlined, they are slow and cumbersome in many cases. Planning for exercises, for example, is completed at least a year before the exercises occur to ensure that forces are available. Last-minute changes to an event, particularly if another country wants to participate, can mean starting over in terms of the approval chain sign-off within DoD. Fourth, organizations that have a role in executing BPC activities, even within DoD, play by different rules and priorities. Some coordinate well with the CCMDs, others less so.

Success in executing BPC activities often lies with the country directors and resource managers at the CCMDs, whose knowledge, creativity, and ability to reach out within the CCMD and beyond make it all happen. This process of moving from planning to execution of BPC activities can be more like art than science, particularly when trying something new and innovative. The “tried and true” BPC activities that tend to be executed year after year, such as large-scale multinational exercises, are more straightforward and predictable. Those security cooperation professionals within the CCMD who have extensive experience and broad knowledge of the programs, authorities, and resources available to execute BPC activities are critical, and tend to be in high demand. These SC professionals are typically able to help streamline existing processes and can discourage ideas they know are unlikely to work before expending an inordinate amount of planning time on a bad idea.

The RAND Security Cooperation Database: Much Information, A Few Caveats

Given this discussion and the vast amount of data on SC that most planners do *not* have at their disposal, the RAND team has built and modified a security cooperation database, which consists of programs, authorities, associated purposes, and organizations from across the U.S.

government.² It contains data on 165 SC programs, most of which are managed by DoD offices, sometimes jointly with other departments or agencies. Some, however, are managed outside DoD by the departments of State, Homeland Security, Energy, Justice, and others. The decision to include such programs was based on relevance to DoD objectives and mission areas, and was often incidental to the broader effort to comprehensively include DoD programs. It is by no means an exhaustive compilation of non-DoD international engagement; it is, however, detailed enough to broadly represent the types of programs conducted by various non-DoD organizations.

The database user can extract data using two variables, the program's purpose and the type of security cooperation activity. Purposes are generally broad categories of mission areas, while activities refer to the ways in which assistance is provided. SC purposes used in the database include the following:³

- Interoperability
- Research and development
- Aviation expertise
- Border security
- Coalition operations
- Counter WMD
- Counternarcotics
- Counterterrorism
- Counterthreat finance
- Stabilization and reconstruction
- Counterinsurgency
- Cyber
- Demining
- Disaster Relief

² The database is available to U.S. government practitioners.

³ Boolean search phrases may be constructed using multiple purposes, activity types, or both. The result of a given search is a list of relevant programs, which can then be viewed individually in "program pages" to find all the other associated information. The results of each search can be exported into a wide variety of desktop software applications, including word-processing, spreadsheet, and presentation packages.

- Health
- Humanitarian assistance
- Intelligence, surveillance, and reconnaissance
- Law enforcement
- Maritime security
- Missile defense
- Peacekeeping
- Port security.

SC activities in the database include the following:

- Defense and military contacts
- Conferences or workshops
- Personnel exchanges
- Needs or capability assessments
- Training
- Education
- Exercises
- Equipment
- Supplies
- Construction
- Airlift or sealift
- Research, design, test, and evaluation
- Experimentation
- Information exchanges.

Legislative authorities are what allow an organization to conduct SC activities. The legislative data is truly the centerpiece of the database. However, the authorities contained in the database are linked to specific SC programs, which then serve as the organizing hub for all of the other information. The database references 184 separate authorities, many of which are broad and serve as the basis for several SC programs, although some are very specific, limiting the nature of activities and the partners with which the activities may be conduct-

ed.⁴ Latin American Cooperation and African Cooperation Funds are two examples of this; these authorities may only be used to pay for “travel, subsistence, and special compensation” of officers and students from these respective regions that are deemed necessary for cooperation. While the authorities are not clear on what might constitute cooperation—this is a judgment left to the Secretary of Defense—the CCMDs typically are used to ensure attendance at conferences, seminars, workshops, and similar military contact events. Moreover, most SC programs rely on more than one authority, creating an overlapping web of connected programs and authorities for security cooperation. Table A.5 in Appendix A provides a summary of authorities employed by 165 security cooperation programs, illustrating how more than half of the programs draw on multiple authorities.

The database’s focus is on DoD programs, and it is based on a thorough review of Title 10 U.S. Code and relevant public laws.⁵ It also incorporates information from DoD and Service strategies, policies, directives, instructions, and other guidance documents related to security cooperation efforts. In addition, focused discussions with officials from Headquarters, U.S. Air Force; Headquarters, U.S. Army; and the Chief of Naval Operations staff have helped to ensure that it reflects the major SC efforts being undertaken by the Services. As a result, it not only associates programs with their legislative authorities, it also describes program objectives, regulations, key processes, funding sources and other resources, and program manager contact information.

Searching broadly for a specific purpose can reveal the extent to which authorities allow for SC efforts to address it, and also reflect the priorities of the defense establishment. For example, while the database contains 165 programs, 30 apply to *Counternarcotics*, 33 apply to *Border Security*, and 39 can be used for *Disaster Relief*, topics for which DoD is not generally the lead agency. In fact, many of these programs do indeed fall outside of DoD’s purview, and are managed by the departments of Justice and Homeland Security and the U.S. Agency for

⁴ See Appendix A for lists of unique BPC authorities.

⁵ U.S. Government Printing Office, U.S. Code, Title 10, 2012.

International Development (USAID). Topics more prominent within DoD's portfolio similarly reflect this alignment with priorities, with 47 programs pertaining to *Counterterrorism* and 65 relevant to *Defense Institution Building*, most of which are managed within DoD.

Sorting the programs by the types of activities for which they may be used helps the user more fully grasp the scope of these groups of programs. There are 14 types of security cooperation activities shown in Table 2.1, but for the purposes of our analysis and simplicity, they are grouped into four broad categories: 1) mil-mil, 2) training, 3) equipping, and 4) cooperative activities. This permits a more focused look at available programs, based on the types of activities needed. For example, a search of training activities for *Border Security* results in a list of 25 programs, whereas a search for programs to provide equipment for *Counterterrorism* results in 23 programs. The results can be narrowed down further; for example, if the planner has a specific type of training or equipping in mind. Looking again at Table 2.1, if the planner wishes to simply conduct a *Border Security* conference, then the database will offer eight programs. Similarly, 23 programs may be used to provide supplies for *Counterterrorism*.

Beyond the obvious uses that the database gives to SC program managers and planners, the information also provides the basis for the research in this study. Understanding the relationships between authorities, programs, resources, and other aspects of security cooperation is challenging, and this is where the database's strength lies. It allows one to quickly identify not just appropriate programs for specific purposes, but also gives insight into where potential gaps in authorities may exist, as well as how new initiatives might be developed using the existing authorities. To illustrate, Table 2.1 provides a summary of the relationships between programs and purposes. To do this, the 23 purposes are listed in the first column, with the numbers of programs relevant to each purpose provided in columns two through five. Each of these columns represents one of the four broad categories of activities. Of course, the data can be broken out further by the 14 individual types of activities as well; this breakout is shown in Appendix A.

Table 2.1 shows the quantity of programs available to support each of the 23 purposes, and compares relative quantity across pur-

Table 2.1
Global Summary of Security Cooperation Programs

		Security Cooperation Activities			
		Military-to-Military Contact	Training	Equipping	Cooperative Activities
Security Cooperation Purposes	Aviation Expertise	12	18	16	10
	Border Security	11	25	22	8
	Coalition Operations	30	25	16	21
	Counternarcotics	15	24	16	16
	Counterterrorism	17	33	23	17
	Counterthreat Finance	5	8	9	5
	Counter WMD	18	26	14	15
	Counterinsurgency	16	25	26	12
	Cyber	5	12	11	4
	Defense Institution Building	41	36	7	31
	Demining	8	12	13	10
	Disaster Relief	18	22	20	13
	Health	14	16	15	12
	Humanitarian Assistance	20	22	19	14
	Intelligence, Surveillance, Reconnaissance	18	24	17	22
	Interoperability	40	40	29	36
	Law Enforcement	11	18	15	11
	Maritime Security	11	17	14	12
	Missile Defense	7	10	10	7
	Peacekeeping	6	9	10	5
Port Security	9	16	12	9	
Research and Development	14	6	5	20	
Stabilization and Reconstruction	13	20	18	7	

Percentage of relevant programs to the activity:

Top 10%
 Above average
 Below average
 Bottom 10%

NOTE: To get the average number of programs, we divide the total number of programs in the matrix (1,497) by the number of purpose/activity combinations or intersections (92) to get about 16. Anything above 16 is light green, anything 16 or below is pink. To find the top 10 percent, we take 10 percent of the 92 combinations (or about nine) and then highlight in dark green numbers between the highest number (41) and the ninth-highest number (29). To find the bottom 10 percent, we highlight in red the numbers between the lowest number (4) and the ninth lowest number (7).

poses and activities by color-coding cells green if the number is in the top 10 percent of programs available for a purpose-activity combination, light green if in the top 50 percent, pink if in the bottom 50 percent, and red if in the bottom 10 percent. For example, *Interoperability* has a large number of related programs in each activity category and is in the top 10 percent in terms of quantity of programs relative to all other purposes. Conversely, the relative number of programs in each activity category for purposes such as *Health* and *Counterthreat Finance* is quite small. The small number may not be particularly worrisome, however, since these are not high-profile military missions. Quantity alone does not say much, and says nothing about program quality. The information in Table 2.1 chiefly serves as a guide to further inquiry about potential deficiencies and helps us gather data with which to frame our discussions with the CCMDs and the assessments of mechanisms found in Chapter Three. Moreover, the CCMDs can use such information for discussions in forums related to theater security cooperation planning and resourcing. From the standpoint of effectively achieving theater objectives, one may wish to look more deeply into purposes with a few related programs, such as *Cyber*, *Missile Defense* (which we do in Chapter Three), and *Peacekeeping*, to ensure that objectives are being appropriately served. On the other hand, from a management standpoint, one may assess whether efficiencies might be found by reducing the relatively large number of programs available for *Interoperability* or *Defense Institution Building*.

Authorities Are the Backbone of BPC

While program managers implement programs, the basis behind them is the collection of legislative authorities to conduct BPC activities. As already stated, the database includes 184 separate legislative authorities that power the 165 BPC programs managed across various organizations within the U.S. government. The majority of legislative authorities for BPC are contained in the U.S. Code, with 71 residing in Title 10, *Armed Forces*, and 39 contained in Title 22, *Foreign Relations and*

Intercourse.⁶ Of the remaining 74 authorities, 63 have not been incorporated into the U.S. Code and reside separately in a variety of public laws. Most of these public laws are budget authorization and appropriation bills, such as annual National Defense Authorization Acts, supplemental spending bills, contingency-specific spending bills, and appropriation bills related to non-DoD activities. The remaining authorities are derived from executive orders and other portions of the U.S. Code, including Title 6, *Domestic Security*, Title 32, *National Guard*, Title 42, *The Public Health and Welfare*, and Title 50, *War and National Defense*.⁷

BPC programs typically leverage more than one authority to carry out their activities. Programs that rely on just a single authority are in the minority; 89 of the programs draw on two or more authorities, while 76 use only one. Interestingly, of these 76 single-authority programs, 54 draw on Title 10, leaning heavily on Section 168, *Military-To-Military Contacts and Comparable Activities*. Section 168, a workhorse of DoD BPC, directly enables 21 of these programs by authorizing the activities and expenses of traveling contact teams, military liaison teams, exchanges of civilian or military personnel, as well as seminars and conferences. All told, Section 168 of Title 10 is associated with nearly half of all DoD BPC programs. Key provisions of Section 168 are that Congress must authorize appropriated funds and that the Secretary of Defense controls disbursement of those funds.⁸ Other Title 10 authorities are similarly used broadly to enable BPC activities.

Section 1051, *Multilateral, Bilateral, or Regional Cooperation Programs: Payment of Personnel Expenses*,⁹ is similar in nature to Section 168 and enables DoD to engage with foreign military personnel by authorizing the payment of travel and other expenses associated with

⁶ U.S. Government Printing Office, Title 10, 2012; U.S. Government Printing Office, Title 22, 2012.

⁷ U.S. Government Printing Office, U.S. Code website, Washington, D.C., undated.

⁸ Misinterpretation of Section 168 has led to confusion as to their applicability, especially in the CCMDs. See Chapter Three.

⁹ U.S. Government Printing Office, Title 10, Section 1051, 2012.

participation in a “conference, seminar, or similar meeting.” Twelve DoD programs draw directly on this legislation. While Sections 168 and 1051 focus on mil-mil contact activities, other broad authorities power the cooperative research, development, and acquisition activities that DoD engages in with foreign militaries and international organizations. Two authorities in particular, Section 2350(a) through (m), *Other Cooperative Agreements*, and Section 2531, *Defense Memoranda of Understanding and Related Agreements*, are central.¹⁰ Section 2350 is drawn on by 19 DoD BPC programs, and Section 2351 is used by 13. There is considerable overlap, however, with some programs drawing on more than one of these four common authorities. These relationships are depicted in Table 2.2.

Two things are suggested by the information in Table 2.2: First, Section 168 appears to be associated with a large number of DoD BPC activities; and second, most authorities work in conjunction with other authorities to jointly enable BPC. A quick look at Service-managed BPC confirms this: Of ten Navy-managed programs, five draw on Section 168 exclusively, while two others draw on both Section 168 and Section 2350. Similarly, of 27 Army-specific programs, seven rely solely on Section 168, while one uses Section 168 and Section 2351, two use Section 168 and Section 2350, and three draw on Section 168 and Section 1051.

Table 2.2
Authorities Enable Multiple Programs, Programs Use Multiple Authorities

Programs	U.S. Code, Title 10			
	Section 168	Section 1051	Section 2350	Section 2531
Total number of programs using this authority	34	12	19	13
Number/percentage of programs for which this is the sole authority	22 (65%)	4 (33%)	5 (26%)	4 (31%)
Number/percentage of programs that use additional authorities	12 (35%)	8 (67%)	14 (74%)	9 (69%)

¹⁰ U.S. Government Printing Office, Title 10, Sections 2350(a) through (m), 2012; and U.S. Government Printing Office, Title 10, Section 2531, 2012.

The Nuances: What's Actually Available to CCMDs

It is important point out the limitations to the existing authorities as this affects the activities that planners and resource managers within the CCMDs can accomplish in their areas of responsibility (AORs). This section describes four specific limitations that stem from our discussions with the CCMDs.

Regional and Contingency-Specific Limitations. In some cases, while an authority may exist, it may not be usable by the BPC program manager. Authorities often are the result of legislative action taken for a specific purpose, for example a contingency operation. Likewise, an authority may have a regional focus, often driven by a particular threat or other problem that is being addressed. Each CCMD faces its own unique challenges, and these are reflected in the priorities and objectives articulated in their strategy documents. They are also manifested in authorities created by Congress for military commanders to provide assistance to foreign partners. Cooperative Threat Reduction authorities, for example, are focused on the former Soviet Union, and many counternarcotics authorities are focused on specific countries or regions within Latin America. Since the September 11 terrorist attacks, there has been a proliferation of programs specific to operations in Afghanistan, Iraq, and Pakistan; nearly 20 percent of the authorities contained in the database are related to contingencies in the Central Command area of operations. These limitations are most often logical and appropriate, and are important for a BPC manager to keep in mind; many of the programs contained in the database are simply not available. To illustrate, looking back at the 76 programs that draw on a single authority, 19 have a geographic restriction that excludes one or more of the CCMDs from applying.

Lack of Control Necessitates Coordination and Collaboration. A second factor that limits the use of BPC authorities is that many are not in the hands of DoD BPC managers. DoD's interests and priorities are wide-ranging, as illustrated in Table 2.1's list of BPC purposes. But many of the authorities associated with these purposes are managed outside of DoD. While 54 of the 76 single-authority programs are rooted in Title 10, another 22 are not. The departments of State,

Energy, and Homeland Security are involved as well, making coordination and collaboration essential.¹¹

Not All Authorities Are Equal. While some broad authorities under the control of DoD can support many initiatives without geographic or contingency-related restrictions—like Section 168 of Title 10 (as long as Congress authorizes appropriated funds)—there are other aspects that create limitations. What should be obvious in this case is that Section 168 is intended only for mil-mil contact. If training or equipping is required, for example, this authority does nothing to help. Most authorities that can provide training, education, supplies, or equipment are in fact contained in Title 22, and are part of the jointly managed State-Defense security assistance process. Title 10 authorities that can be used to provide equipment are typically limited to specific types, such as construction and emergency vehicles, old naval vessels, and supplies for ships and foreign aircraft.

Complicated Processes Create Additional Challenges. Other, broader programs such as Section 1206, *Global Train and Equip*, require much coordination with the State Department, and are encumbered with a complex approval process and limited funding authority.¹² Section 1206 authority requires the involvement of both DoD and DoS, including high-level approvals before funds are spent. In addition, as will be discussed in Chapter Three, this program is technically available to all CCMDs, but Congress recently stipulated that Section 1206 was not to be used for SOUTHCOM. Moreover, the funding behind this and other, similar programs results from the authority granted to the Secretary of Defense to shift a certain amount of money from regular O&M accounts. Obviously, since providing this type of assistance comes at the expense of other activities, it must be carefully considered before going forward. One consequence is that the individual assistance packages are centrally prioritized across all of the combatant commands,

¹¹ For a more in-depth discussion on coordination and collaboration in security cooperation efforts, see “Appendix C. Collaboration with Other U.S. Federal Departments and Agencies” in Heather Peterson and Joe Hogler, *Understanding Country Planning: A Guide for Air Force Component Planners*, Santa Monica, Calif.: RAND Corporation, TR-1186-AF, 2012.

¹² U.S. Congress, 2006.

meaning that the program is not equally available for commanders to address what they see as their own command's priorities.

In all, what at first seems like an abundance of authorities is actually limited by geographic constraints, contingency-specific needs, complex coordination processes, and narrowly defined permissions to conduct specific types of activities. In practice, finding the right authorities to conduct the appropriate types of activities in the right location can be challenging. Finding the authorities with the funding to match can be even tougher.

Conclusion

BPC in its simplest form is the application of funding to act on authorities to carry out specific activities with specific foreign partners to achieve a specific objective. This could range from conducting classroom training for counterterrorism to performing cooperative research and development for advanced jet engines, with many possibilities in between. In practice, DoD organizations typically draw on multiple authorities in a "patchwork" fashion to design the type of activities necessary. These authorities come from a wide variety of sources, and the challenge for the BPC planner is to find them and use them appropriately to achieve BPC objectives.

Analysis of Security Cooperation Mechanisms Employed by the Combatant Commands to Build Partner Capacity

This chapter presents RAND’s review of the SC mechanisms the CCMDs use to build partner capacity in their AORs. The aim of the analysis is to evaluate SC mechanisms’ contributions to the achievement of CCMD objectives regarding BPC drawn from OSD guidance, not to assess the performance of the CCMD or the ability of partner nations to receive and incorporate U.S. support. It is important to capture the experiences of SC professionals at the CCMDs—the planners, resource managers, and implementers—to better understand factors that contribute to or detract from the effectiveness and efficiency of existing SC mechanisms. From this understanding, one can begin to develop a means for streamlining processes, consolidating authorities, and proposing new concepts to make their jobs easier.

Approach to Analyzing SC Mechanisms

In consultation with the sponsors, RAND selected four combatant commands (AFRICOM, EUCOM, PACOM, and SOUTHCOM) to serve as the focus of the review of SC mechanisms.

RAND sought to portray a broad array of environments in the selection of CCMDs, and a number of factors were considered. EUCOM and PACOM both have significant forces assigned on a persistent basis; AFRICOM and SOUTHCOM do not, though SOUTHCOM can more readily use forces based in the continental United States (including the National Guard). EUCOM has been building the capacity of allies to contribute to ongoing fights in Iraq

and Afghanistan. It has a long history of working to enhance the capacity and interoperability of both advanced and developing partners, as does PACOM. At the same time, the war in Afghanistan is winding down as U.S. strategy is raising the priority of the PACOM AOR. AFRICOM is a relatively new command with new and fluctuating security relationships with partners. SOUTHCOM has been seeking to accomplish a lot with few resources relative to several of the other commands. RAND agreed with the sponsors that CENTCOM could be set aside because of its emphasis on well-resourced specialized authorities related to the war efforts, given that as these efforts wind down, key mechanisms (such as supplemental budgets) will no longer be available.

How RAND Collected Information on CCMD-Utilized SC Mechanisms

RAND established a four-step process for collecting information on CCMD use of SC mechanisms. First, researchers sought to do “homework” prior to visiting the commands by assembling as much data as possible on CCMD utilization of mechanisms from multiple documented sources. Spreadsheets were developed containing BPC-related mechanisms, their availability to regional commands, the capability areas and SC activities toward which they could be applied, and total funds allocated to each mechanism within a CCMD. Sources included the RAND SC Database, the OSD Toolkit, and OSD and CCMD budget documents. These spreadsheets provided an order-of-magnitude level of CCMD employment of each mechanism.

Researchers reviewed theater plans to identify CCMDs’ BPC-related objectives and linked them to capability areas and activities described in Chapter Two. These reviews and linkages allowed RAND to relate SC mechanisms to CCMD objectives and establish common terms of reference that would facilitate discussions with CCMD SC professionals. Subsequently, RAND reached out to points of contact at each CCMD to arrange meetings with SC professionals, and sent read-aheads that explained the purpose of the project and provided a general set of questions that would be discussed during the RAND visit. Generally, these questions could be summarized in terms of what works, what does not, and why. RAND, the sponsors, and the CCMD

selected the specific BPC-related objectives that would be the focus of discussions during the visit.

Researchers then conducted two to three days of individual and group discussions lasting an hour or two each with planners, resource managers, and assessors at each of the CCMDs. Depending on the portfolio of the interlocutors, the discussions centered on SC mechanisms that the CCMD employs, objectives and capability areas, or both. RAND prepared a questionnaire for researcher use as a reference, but the interactions were partially structured and partially free-flowing. Researchers took extensive notes that they transferred to a spreadsheet table categorizing comments by objective, capability area, type of activity, and whether an issue was related to effectiveness or efficiency, and then described what works, what does not, and why.

Based on the multiple comments offered by SC professionals at the CCMDs, RAND assigned ratings for effectiveness and efficiency to each SC mechanism discussed. These ratings were then shared with each CCMD point of contact, who assembled responses from selected staff who had participated in the face-to-face discussions. These responses were then passed back to the researchers and discussed over the phone. When warranted, RAND altered ratings based on these follow-on discussions. Ratings reflect CCMD experience with the SC mechanisms as of February 2013.

Approach to Assessing Effectiveness and Efficiency

The fundamental challenge in assessing SC mechanisms is that quantitative indicators of effectiveness and efficiency are neither developed nor tracked in a systematic fashion, and even qualitative indicators are based more on narrative and anecdotal experience than structured assessment.¹ Moreover, security cooperation is a long-term investment. It can, and often does, take multiple activities over a period of a year or several years before the desired outcome is achieved. Seeking to

¹ It should be emphasized that EUCOM made considerable advances in assessing and tracking progress along defined lines of activity in its planning framework supporting its “Strategy for Active Security.” While the framework is not geared toward assessing mechanisms, it does contain justifications for assessments that include mechanism performance.

measure the impact of a particular activity is typically not realistic. The research team sought to develop a qualitative scheme for assessing effectiveness and efficiency that captures in detail the experiences of the SC professionals who use the mechanisms and provides a transparent means of presenting and justifying ratings.

In the context of this study, “effectiveness” is defined as the extent to which a mechanism advances a CCMD BPC-related objective or set of objectives. A highly effective mechanism is one that directly and measurably contributes to educating, engaging, training, and/or equipping a partner and facilitates planning, resourcing, and execution of these activities. It also provides the flexibility to apply the right tools to the right problems at the right time. For example, a program that provides adequate resources consistently over time to conduct specialized CT training and to equip partner units in a dedicated manner—and contributes to enhanced partner capability—would be accorded a high effectiveness rating. Conversely, a program that does not provide enough resources or disallows dedicated CT training, and results in little if any increase in capability, would be considered relatively ineffective as a mechanism for building partner counterterrorism capacity.

“Efficiency” is the overall level of effort required to secure and employ a mechanism to execute CCMD BPC activities and includes speed of access and the number of bureaucratic layers that must be addressed. A highly efficient mechanism requires a reasonable level of effort by the CCMD staff to secure resources and authority to pursue a security cooperation activity or event. For example, a mechanism would be considered efficient if its associated processes are streamlined (i.e., a minimum of bureaucratic layers) and well-documented, response time for approval is short, and staff hours dedicated to securing and employing the mechanism are minimal. Complex processes characterized by organizational friction, differences in interpretation of authorities, long approval timelines, and onerous documentation requirements would be considered inefficient.

RAND rated each of a mechanism’s elements and then rolled those ratings up into an overall assessment of mechanism effectiveness and efficiency. Thus, evaluation of associated programs, authorities, resources, processes, and organizational relationships is factored in to

mechanism ratings. Fundamental questions regarding these elements are as follows:

- Can the CCMD use the *program* with a reasonable level of effort in a way that advances BPC objectives?
- Does the mechanism provide the *authority* needed to advance BPC objectives with a reasonable level of effort?
- Are *resources* associated with the mechanism adequate to advance BPC objectives and can they be secured with a reasonable level of effort?²
- Do associated *processes* facilitate advancement of BPC objectives and do they involve a reasonable level of effort?
- Do *organizations* involved in securing a mechanism facilitate advancement of BPC objectives with a reasonable level of effort on the part of the CCMD?

Answers to these questions are incorporated into overall effectiveness and efficiency ratings for a mechanism based on the elements' role in supporting a CCMD objective and in influencing the time and effort it takes to go from proposal initiation to approval and execution.

² One reviewer rightly pointed out that the inclusion of resources, particularly funding, in the assessment of mechanism effectiveness and efficiency can be problematic. This study has implications for DoD decisions on allocation of scarce resources across the various programs and mechanisms. In an ideal world, DoD would want to put them on programs that are both effective and efficient. Including adequacy of resources as a factor in the assessment of efficiency could lead a decisionmaker to continue putting money into a mechanism that scores high for efficiency only because it has been lavishly resourced (or remove money from one that has been underresourced) in the past. The ease with which available resources can be employed for a specific initiative is a factor in the efficiency of a mechanism, but the top-line allocation of resources available for the mechanism should not be. However, from the CCMD perspective, resources do enter into whether an SC mechanism is efficient—or effective. Most often, the CCMD does not control how resources are allocated to each program and has to make requests. If resources are inadequate, this can affect whether objectives are achieved in a timely manner, and can also make a program inefficient if it forces the CCMD to provide needed skills to partners in piecemeal fashion. Inadequate funding or assets could also encourage the CCMD to look to additional or supplemental programs to support its initiatives. This in itself helps create the patchwork whereby SC professionals at the CCMDs are forced to stitch together multiple (potentially underfunded) programs to get a desired effect. As such, we have included resources as a mechanism element to be rated at the CCMD level.

RAND used four gradations of ratings for the mechanism elements and for overall mechanism effectiveness and efficiency: high, moderately high, moderately low, and low/failure. A high rating indicates that a mechanism is very effective or efficient and, based on discussions with CCMD SC professionals, there appear to be no serious problems associated with it. Relatively effective or efficient mechanisms with moderately high ratings have some challenges associated with them but still enable achievement of objectives with relatively reasonable levels of effort. Mechanisms with moderately low effectiveness or efficiency have major issues that hamper their utility to CCMDs, but SC professionals are able to find work-arounds. Finally, a low rating is given to especially ineffective or inefficient mechanisms—those that fail to meet minimum needs for achievement of CCMD objectives, or that have processes so onerous that SC planners avoid using them.

In sum, the ratings of mechanisms presented in this chapter are based on RAND analysis and interpretation of comments of CCMD SC professionals obtained during focused discussions. While those professionals were given the opportunity to review these ratings and their justifications, the research team decided their final disposition. Though the ratings for specific mechanisms can be debated, every effort was made to support them with detailed justifications, which can be found in Appendix B. Importantly, the approach itself can assist in framing more systematic data collection and assessment efforts in the future.

Assessing the Effectiveness and Efficiency of SC Mechanisms the Combatant Commands Utilize for BPC

We compiled assessments of multiple SC mechanisms in four CCMDs and four capability areas or BPC objectives, presenting a total of six CCMD/objective combinations.³ This provides a good basis for com-

³ RAND pursued other BPC objectives as well, including peacekeeping, humanitarian assistance/disaster relief, and countering weapons of mass destruction, but these are not included in the assessments here.

parison of mechanisms within and across CCMDs and objectives. These combinations, in order of treatment, are:

- AFRICOM BPC in CT
- PACOM BPC in CT
- SOUTHCOM BPC in CT
- SOUTHCOM BPC in counter–transnational organized crime (CTOC)
- EUCOM BPC in coalition operations
- EUCOM BPC in ballistic missile defense (BMD).

Africa Command: SC Mechanisms for Building Partner Counterterrorism Capacity

Figure 3.1 depicts an assessment of effectiveness and efficiency of mechanisms that AFRICOM uses to build partner capacity in counterterrorism. One of AFRICOM’s highest priorities is to build the capacity of partners to conduct CT activities against al Qaeda and its affiliates, also referred to as countering violent extremist organizations. CT operations are ongoing in the Trans-Sahel and Eastern Africa, with BPC activities going on with multiple partner nations in those areas. Appendix B provides detailed justification for effectiveness and efficiency ratings of SC mechanisms that AFRICOM uses to build partner CT capacity (see Figures B.1, B.2, and B.3, in particular).

AFRICOM can draw from several Title 10 mechanisms for BPC in CT. These include Section 1206, funding for Operation Enduring Freedom–Trans Sahel (OEF-TS), Partnership for Regional East-African Counter Terrorism (PREACT), and Section 1203 (also under Section 1207[n]).⁴ A common complaint across the combatant commands is that Section 1206 and many of these other Title 10 programs present limitations in timeframe, allowable activities, and amount of staff work. Section 1206 makes multiyear planning more difficult

⁴ U.S. Congress, 2006 (Section 1206); U.S. Congress, *National Defense Authorization Act for Fiscal Year 2013*, House of Representatives 4310, January 3, 2012 (Section 1203); U.S. Congress, *National Defense Authorization Act for Fiscal Year 2012*, Public Law 112-81, December 31, 2011 (Section 1207[n]). OEF-TS and PREACT funds come from multiple accounts and are not directly funded by Congress.

Figure 3.1
SC Mechanism Effectiveness and Efficiency for AFRICOM BPC in Counterterrorism

AFRICOM Counterterrorism		Effectiveness			
		High	Moderately high	Moderately low	Low/failure
Efficiency	High	Traditional Commander's Activity (TCA)		Joint Combined Exchange Training (JCET)	
	Moderately high		FMF OEF-TS PREACT	Sec 1206 Sec 1203	
	Moderately low				
	Low/failure				

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because the funding is limited to two years; it also does not provide for long-term sustainment, institutional reform, or the ability to work with non–Ministry of Defense (MoD) forces, and FMF is not usually available to sustain initiatives funded by Section 1206.

For example, Coast Guard boats provided to the Kenyans and some reportedly effective CT engineering capabilities built in Uganda and Burundi are a challenge to sustain beyond the two-year Section 1206 window because there is no follow-on sustainment funding and the partners themselves have only nascent institutional capacity. Plans must be adjusted to take these challenges into account. Still, Section 1206 and other Title 10 programs have been viewed as useful for critical near-term improvements in capability. Beyond these effectiveness issues, efficiency is often a problem because of the manpower-intensive, “up-front” information requirements and congressional oversight obligations. Moreover, staff effort must be devoted to developing and shepherding “pseudo cases” for equipping partners who may not completely buy in to the equipment they are receiving, suggesting that more effort to bring partners on board before opening pseudo cases may be warranted. AFRICOM staff report that pseudo cases propel the CCMD

from a monitoring element (in the case of normal foreign military sales cases) to an active participant in program development characterized by weak coordination with the partner nation, which render the cases less clearly defined and much more challenging to execute. They estimate that this results in a loss of 10–40 percent in program effectiveness.

AFRICOM has more positive effectiveness and efficiency ratings in these areas than do the other CCMDs. AFRICOM-dedicated CT mechanisms like OEF-TS and PRACT provide this CCMD with greater flexibility in how and when to apply resources than does Section 1206, and thus retain moderately high ratings for effectiveness and efficiency. Despite problems with effectiveness and a moderately low effectiveness rating similar to other CCMDs, Section 1206 gains moderately high efficiency because staff effort is alleviated somewhat by a relatively new interagency nomination and resourcing process that encourages up-front cooperation among DoD and DoS stakeholders, with whom AFRICOM has stellar working relationships.

FMF also receives better effectiveness and efficiency ratings in AFRICOM than the other CCMDs. Since 2010, AFRICOM has been able to specify to partner recipients' allowable uses of funds, enabling AFRICOM (and DoS) to control how FMF is spent by the partner nation. However, the partner still controls the rate at which FMF is spent (the “burn rate”), and retains incentives to hold on to the funds because they receive interest while they remain in the account. While the Defense Security Cooperation Agency (DSCA) handles much of the execution, the justification process involves a great deal of AFRICOM staff work. AFRICOM SC professionals find FMF a relatively easy process in which to engage, but note that only six countries of the 55 in the AOR receive FMF, which constitutes only 7–8 percent of AFRICOM funding. FMF receives moderately high ratings for effectiveness and efficiency.

AFRICOM benefits like other CCMDs from JCETs, conducted by U.S. special operations forces on the continent. Because AFRICOM has lacked assigned forces with which to pursue BPC activities, it synchronizes training initiatives with JCETs to help cut costs and as a source of “asset sharing” for BPC. Thus, JCETs are quite efficient as far as AFRICOM is concerned and receive a high rating. As for effective-

ness, however, like other CCMDs, AFRICOM cannot rely on JCETs themselves as means of BPC because they are designed for U.S. readiness training, with benefits to partners considered ancillary. U.S. forces cannot provide support to partner equipment under JCETs and cannot conduct dedicated training in advanced CT techniques (and hence cannot conduct planning for BPC). JCETs therefore receive a moderately low effectiveness rating.

TCA funding provides AFRICOM with its only CCMD-controlled funding source. AFRICOM controls how and when it is spent, and staff are required only to engage internal stakeholders and processes. TCA accounts for about \$6 million per year, and it is used to fund mil-mil events. Given its flexibility and utility in engaging partners, it attains high effectiveness and efficiency ratings.⁵

Finally, AFRICOM SC professionals lament what they consider a limited ability to work with regional organizations. In this sense, they corroborate a widely held perception in the community that security cooperation mechanisms, especially those related to BPC, are focused almost exclusively on bilateral activities, leaving the CCMD to “cobble together” authorities, programs, and funding to give regional effect.

Pacific Command: SC Mechanisms for Building Partner Counterterrorism Capacity

Figure 3.2 depicts an assessment of effectiveness and efficiency of mechanisms that PACOM uses to build partner capacity in counterterrorism. Unlike AFRICOM, countering violent extremist organizations is not the top concern in the theater in light of other critical objectives like deterring military aggression by regional powers and strengthening state-to-state alliances. However, our treatment of counterterrorism in PACOM (and then SOUTHCOM) provides a good comparison of mechanisms for the same objectives across theaters. Appendix B provides detailed justification for effectiveness and efficiency ratings of SC

⁵ Title 10, Section 1050a, *African Cooperation: Payment of Personnel Expenses*, is also available to AFRICOM to help fund partner participation in mil-mil events like conferences and seminars. We did not receive enough information about experiences with this authority to assess effectiveness or efficiency.

Figure 3.2
SC Mechanism Effectiveness and Efficiency for PACOM BPC in Counterterrorism

PACOM Counterterrorism		Effectiveness			
		High	Moderately high	Moderately low	Low/failure
Efficiency	High		CTFP APCSS APRI	JCET	
	Moderately high		IMET		
	Moderately low		Sec 1206	FMF "Indirect" mechanisms	
	Low/failure			Global Security Contingency Fund (GSCF)	

RAND RR413-3.2

mechanisms PACOM uses to build partner CT capacity (see Figures B.4, B.5, B.6, and B.7, in particular).

Education programs in PACOM earn relatively high marks overall. The Counterterrorism Fellowship Program (CTFP), Asia-Pacific Center for Security Studies (APCSS), Asia-Pacific Regional Initiative (APRI), and International Military Education and Training (IMET) support development of foundational knowledge of security issues in the region and help foster understanding of U.S. regional policies. This includes the threat of terrorism and U.S. and partner efforts to counter it. CTFP, APCSS, and APRI appear to have no efficiency problems and processes are straightforward and not inordinately time-consuming. They earned moderately high effectiveness ratings, mainly over level of focus and control. For example, APCSS is seen as filling important niche roles for CT, but solicits broad regional participation in seminars rather than focusing on more specific countries with high-priority challenges. SC professionals seek more control over how the CTFP is focused in the region, while control over focus of APRI is relatively high but appears unconnected to CT planning and mil-mil events in the region. These professionals also desire greater integration

of education programs with theater plans. IMET also received high praise for building long-term relationships and providing a BPC foundation, but PACOM professionals noted that the CCMD receives fewer student slots than requested, partially limiting the contribution to CT capacity. This shortage in slots is true of every regional CCMD, except perhaps SOUTHCOM. Arrival of some funding is delayed, making it difficult to plan for courses and prepare students to attend them. IMET efficiency is rated lower than the other education programs because of problems with the distribution of funds, which are beholden to OSD “holdback” and the uncertainty of continuing resolutions.

PACOM uses some of the same SC mechanisms as AFRICOM, but is not as well-endowed with theater-dedicated authorities. Moreover, one of its primary sources of BPC funding for counterterrorism, Section 1206, is in decline. There is some difference in perspective between PACOM SC professionals and those in Special Operations Command–Pacific over the reasons for this decline. PACOM argues that Section 1206 has worked in the theater, and that the goal of the program is reach a point where no Section 1206 funding is needed (i.e., “working oneself out of a job”). At one point over the last several years, there was a high of 30 projects funded by Section 1206; this is down to one being requested for Fiscal Year 2013. Conversely, Special Operations Command–Pacific sees Section 1206 as having been used as a “bandage” to circumvent problems with other authorities and pots of money like FMF, and that its time limitations, inability to work with ministries of interior where the CT capabilities of many partners reside, and required level of staff effort have decreased its utility and thus its utilization in relation to other mechanisms (like JCETs, which have their own effectiveness problems). Because of this difference, Section 1206 earns a moderately high rating on effectiveness with the potential for a lower assessment under more detailed scrutiny. On the other hand, the efficiency of Section 1206 is moderately low, mainly because the annual competition for resources with other CCMDs takes considerable time and effort, and funding at times arrives too late and must slip to the subsequent fiscal year. Staffs in the theater face “serious churn” over pseudo foreign military sales cases associated with Section 1206 projects.

FMF receives lower effectiveness and efficiency ratings for CT BPC in PACOM than in AFRICOM, where it seems to fare better. Generally, PACOM questions the long lag time between initiation of a program and delivery of capability, the inadequacy of funding, and the lack of “apparent logic” in how DoS determines requirements across partners. For example, PACOM had requested \$68 million over five years to help maintain Philippine aircraft that the partner was having difficulty sustaining. This proposal was rejected, and an effort to develop a program based on annual funding failed. PACOM has little visibility into the process by which country priorities are determined (terming the DoS process a “black box”), despite providing what PACOM believes is carefully considered theater prioritization and attendant justifications. DoS does not allow use of FMF to support sustainment of Section 1206 programs. FMF is seen by PACOM SC professionals as an “antiquated, Cold-War based” system that is not responsive, agile, or flexible enough against highly adaptive terrorist organizations.

Generally, SC professionals in the PACOM theater lamented the lack of a mechanism that easily and rapidly responds to requirements for minor levels of equipment and supply for partners. For example, responding quickly to a sudden need for truck tires could easily provide a partner with a critical mobility capability for its CT units. FMF and Section 1206 do not fit the bill as rapid-response mechanisms for high-value equipment costing only a few thousand dollars.

SC professionals in the PACOM AOR pursue “indirect” means of building partner CT capacity because of these challenges with Section 1206 and FMF. As with AFRICOM, PACOM finds JCETs easy to schedule and to employ in filling gaps in partner capabilities, potentially making JCETs more attractive than other programs with a stronger BPC focus; this makes it a highly efficient mechanism for SC professionals in the theater. However, 30 percent of JCETs are canceled, some due to a lack of U.S. SOF assets, and the need to renege on promised activities undermines credibility with partners. At the same time, the restriction that prevents use of JCETs to train partners hampers their effectiveness as a means of building partner CT capacity, and hence they are assessed at moderately low effectiveness.

PACOM takes advantage of other indirect mechanisms that provide non-CT, but fungible, skills to partner-nation security forces. For example, some skills and capabilities needed to track and prosecute targets related to organized crime or illicit trafficking, or to undertake humanitarian assistance, can also be applied to countering terrorism. Moreover, many partners in the AOR often use a single security force to counter both terrorist groups and narcotics traffickers, in many cases with law enforcement units from their ministries of interior. Thus, the CCMD seeks to leverage SC mechanisms aimed at these other missions to indirectly build CT capacity. Using non-CT authorities to build CT capacity is not as effective as using dedicated mechanisms, and while this does allow PACOM to work with and supply non-MoD forces in partner nations, the CCMD has little control over these BPC efforts. On counternarcotics, it must work through the Joint Inter-Agency Task Force–West, which oversees counternarcotics training. PACOM sees the task force’s training efforts as “unfocused” and “scattershot,” with resources managed and allocated inefficiently. The task force also repeatedly pushes back on providing more resources under PACOM control. On the other hand, PACOM reports positive interactions with the U.S. Department of Justice, USAID, and others over application of law-enforcement and Overseas Humanitarian, Disaster Assistance, and Civic Aid funds that indirectly build CT-related capacity. Despite their availability as targets of opportunity, indirect programs earn moderately low effectiveness and efficiency ratings due to their lack of focus on building CT capacity.

Finally, while still in its early stages and despite the promise of multiyear train/equip funding and the ability to work with non-MoD forces, the GSCF is thus far given low marks for both effectiveness (moderately low) and efficiency (low) at PACOM. There is already concern that the GSCF will be used merely to “plug holes” in other mechanisms, rather than as a means of planning and executing across a capability area (like CT). From PACOM’s perspective, there appears to be no established process or business rules for applying GSCF, and the mechanism comes with an “unmanageable” amount of PACOM staff work with multiple DoD and DoS entities “chopping” on proposals. According to PACOM at the time of discussions with RAND in

September 2012, the Philippines GSCF implementation plan was on its tenth version and still not near finalization.

Southern Command: SC Mechanisms for Building Partner Counterterrorism Capacity

Figure 3.3 depicts an assessment of effectiveness and efficiency of mechanisms that SOUTHCOM uses to build partner capacity in counterterrorism. SOUTHCOM’s CT environment is somewhat unique in relation to AFRICOM and PACOM (as well as CENTCOM) in that terrorist groups in the AOR do not present an active threat to the United States that warrants a named CT operation (like Operation Enduring Freedom). As such, the mechanisms available to it for building partner CT capacity are severely limited. Yet terrorist groups like Hizballah and those affiliated with al Qaeda are present “under the radar” in Central and South America and in the Caribbean. They are capable of using the same networks employed by narcotics trafficking organiza-

Figure 3.3
SC Mechanism Effectiveness and Efficiency for SOUTHCOM BPC in Counterterrorism

SOUTHCOM Counterterrorism		Effectiveness			
		High	Moderately high	Moderately low	Low/failure
Efficiency	High			Army/Guard O&M	
	Moderately high		Personnel expenses (PE) Latin American Cooperation (LATAM COOP) Developing Country Combined Exercise Program (DCCEP)	JCET	
	Moderately low	CTFP			OEF-CCA
	Low/failure				Sec 1206

tions, and thus SOUTHCOM sees its role as critical to preventing the emergence of a narcoterrorist nexus by which terrorist groups actively threaten the United States.⁶ This perspective creates some disconnect over counterterrorism BPC with OSD and DoS, which do not place the same priority on “preventive” CT in light of requirements in other regions. Appendix B provides detailed justification for effectiveness and efficiency ratings of SC mechanisms SOUTHCOM uses to build partner CT capacity (see Figures B.8 and B.9).

As such, Section 1206 funding is not available to SOUTHCOM. The U.S. Senate disallowed its use in SOUTHCOM after 2009 because terrorist groups in the AOR were not “urgent or emergent” threats to the United States. Because of this, Section 1206 is a null set as far as effectiveness and efficiency are concerned. Likewise, while there had been a Caribbean/Central America operation under OEF (OEF-CCA), this is now considered a relative failure in light of differences in SOUTHCOM and OSD interpretation of the 2007 execution order directing the operation. The order directed SOUTHCOM to prevent the growth of violent extremist organizations in the AOR. SOUTHCOM believed that the execution order authorized building partner CT capacity. Special Operations Command–South (SOCSOUTH) initiated development of CT units in 11–12 partner nations, and the \$36–40 million per year that OSD allocated to OEF-CCA was sufficient to train and equip these units. However, OSD would not authorize dedicated CT field training, leaving SOCSOUTH to do assessments, observations, seminars, and other activities that failed to build the units. SOUTHCOM and SOCSOUTH eventually abandoned the effort. Currently, the commands can only monitor and assess partner CT forces for a few days at a time.

JCETs are now considered the primary mechanism for CT activities with partners in SOUTHCOM—but, as elsewhere, their benefit to partners is supposed to be corollary and are therefore inappropriate for BPC by themselves. The effectiveness of JCETs for this purpose is moderately low. However, occasional friction between SOUTHCOM and other U.S. agencies earns JCETs a lower rating (moderately high)

⁶ This narcoterrorist nexus exists in the other regional AORs as well.

for efficiency. For example, according to SOUTHCOM, the U.S. Army has been reluctant to provide \$21 million annually of its operations and maintenance funds for SOUTHCOM's support of JCETs. The debate over use of these funds creates additional staff work for SOUTHCOM SC planners. Conversely, the Army, and particularly the Army National Guard, have been forthcoming with non-JCET O&M for subject-matter expert exchanges and other mil-mil events, and efficiency for this mechanism is highly rated, but these types of events are limited in terms of BPC because they do not authorize training or equipping. This Army/Guard O&M mechanism therefore has moderately low effectiveness.

Other mil-mil and exercise mechanisms are seen as providing a somewhat better foundation for CT BPC, but also do not support train and equip activities. PE (from Section 1051), LATAM Coop (from Section 1050), and the DCCEP (from Section 2010) do help lay the groundwork for more dedicated BPC activities and thus earn a moderately high effectiveness rating.⁷ Resources for these mil-mil and exercise events appear adequate. While they also receive a moderately high rating for efficiency, the challenge is in compensating foreign nationals for expenses they incur participating in the events. SOUTHCOM conducts 400 mil-mil events per year, and many of these are on a very short planning timeline. Yet until March 2013, authority to release funds for each event had rested with the Secretary of Defense, which had made it more difficult and time-consuming to get the approval necessary to fund mil-mil events quickly.⁸ Now, certain mil-mil authorities are delegated from the Secretary of Defense to the CCMDs, including Latin American and African Cooperation funds and Title 10 Section 1051.⁹ This should reduce response times,

⁷ See U.S. Government Printing Office, Title 10, Section 1051, 2012; U.S. Government Printing Office, Title 10, Section 1050, *Latin American Cooperation: Payment of Personnel Expenses*, January 3, 2012; U.S. Government Printing Office, Title 10, Section 2010, *Participation of Developing Countries in Combined Exercises: Payment of Incremental Expenses*, January 3, 2012.

⁸ As of the time of writing, there were proposals in DoD to request from Congress the authority to place release authority in the hands of the combatant commanders.

⁹ U.S. Government Printing Office, Title 10, Section 1051, 2012.

thus streamlining the decisionmaking process and improving the ratings for these mechanisms, which are based on experience prior to delegation to CCMDs.¹⁰ SOUTHCOM-dedicated mil-mil mechanisms provide the command with a great deal of flexibility, in contrast with other CCMDs that have had to compete for a global pool of mil-mil funds (like EUCOM).

Finally, the CTFP has been critical to SOUTHCOM as a foundation builder for CT efforts in the region and receives a high effectiveness rating. It has provided important support for partner personnel to attend classroom instruction and for conferences. But processes associated with CTFP are relatively inefficient from SOUTHCOM's perspective and earn a moderately low rating. The same CT requirements must be revalidated each year to accompany requests for funding. This involves multiple staff members, and the division chief must devote "about 100 hours" to the effort.

Southern Command: SC Mechanisms for Building Partner Counter-Transnational Organized Crime Capacity

Figure 3.4 depicts an assessment of effectiveness and efficiency of mechanisms that SOUTHCOM uses to build partner capacity in CTOC, which is SOUTHCOM's highest priority and provides an example of good, detailed planning at the country level. Operationally, DoD's mission is to "detect and monitor" narcotics trafficking and to pass information on to U.S. and partner law enforcement agencies; DoD is prohibited from contributing to the "endgame," or engagement of targets. DoD is heavily involved, however, in CTOC BPC. Appendix B provides detailed justification for effectiveness and efficiency ratings of SC mechanisms SOUTHCOM uses to build partner CTOC capacity (see Figures B.10 and B.11).

¹⁰ Ratings in Figure 3.3 are based on experience before delegation to CCMDs. Title 10, Section 1051 authorizes the Secretary of Defense to pay for the "travel, subsistence, and similar personal expenses of defense personnel of developing countries in connection with the attendance of such personnel at a multilateral, bilateral, or regional conference, seminar, or similar meeting."

Figure 3.4
SC Mechanism Effectiveness and Efficiency for SOUTHCOM BPC in Counter-Transnational Organized Crime

SOUTHCOM CTOC		Effectiveness			
		High	Moderately high	Moderately low	Low/failure
Efficiency	High	Sec 1033	IMET		
	Moderately high		Sec 1004 Personnel expenses Latin American Cooperation Developing Country Combined Exercise Program		
	Moderately low			FMF	
	Low/failure				

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PE, LATAM Coop, and DCCEP earn the same ratings for effectiveness and efficiency in CTOC BPC, and for the same reasons, as they did for CT BPC.

SOUTHCOM considers Section 1033 one of its most important and effective mechanisms for building partner CTOC capacity.¹¹ Congress authorizes \$40 million per year globally for this mechanism, and SOUTHCOM receives half. The mechanism provides nonlethal equipment (such as trucks, ships, and radars) to countries specified by Congress. SOUTHCOM finds Section 1033 an easy mechanism to use to build capacity.

¹¹ U.S. Congress, *National Defense Authorization Act of Fiscal Year 1998*, Section 1033, “Authority to Provide Additional Support for Counter-Drug Activities of Peru and Colombia,” Public Law 105-85, 111 STAT. 1881, November 18, 1997. This authority has been expanded over the years to extend support to other foreign governments.

SOUTHCOM utilizes Section 1004 to conduct training, build infrastructure, and provide spare parts to partners for counternarcotics activities.¹² Fuel is a key limitation to partner operations, and Section 1004 enables the United States to provide fuel when needed. There are some important challenges, however, that gain this mechanism only moderately high ratings for effectiveness and efficiency. Infrastructure projects are capped at \$2 million per facility, which SOUTHCOM planners work successfully to meet but which presents planning and execution challenges as they work to develop coastal forward operating sites in Central America for partner governments to interdict maritime trafficking. Changing interpretations of the authority have limited the training that SOUTHCOM can conduct with partner nations. From 1999–2010, Section 1004 was broadly interpreted as allowing dedicated field training of partner personnel and units. A rescue mission of a Drug Enforcement Agency agent in Honduras in 2010 involving U.S. Army helicopters drew scrutiny from Congress, which then prohibited anything more than classroom and basic training under the authority. Lastly, Section 1004 must be renewed every two to three years, and this can create gaps in authority. In 2011, the authority expired on September 30, and SOUTHCOM could not expend the existing funds for the first two months of the fiscal year until the authority was renewed. Other mechanisms had to be cobbled together to plug holes, and a number of projects were postponed.

Generally, however, SOUTHCOM reports that it has been able to put the mechanisms of Sections 1033 and 1004 to good use, citing the Guatemalan Special Operations Forces (SOF) navy as an example. Over five or six years, the United States trained and equipped the Guatemalan navy to be an interdiction/apprehension force for the Guatemalan government. SOUTHCOM and SOCSOUTH established smooth bureaucratic processes with OSD and DoS for planning and employing resources, and there were periodic training sessions with U.S. SOF. With U.S. help, the navy reached an ability to

¹² U.S. Congress, *National Defense Authorization Act for Fiscal Year 1991*, Section 1004, “Additional Support for Counter-Drug Activities,” Public Law 101-510, 104 STAT. 1629, November 5, 1990.

independently intercept semi-submersibles that have been a favorite of drug-runners off the Guatemalan coastline.

SOUTHCOM sees IMET as having “huge payoff” for CTOC efforts in the theater and is relatively easy to utilize. However, vetting requirements are becoming more stringent, whereby an individual’s eligibility for IMET (and other BPC activities) depends not only on his own human rights record, but also that of the unit in which he serves. This may reduce the number of students eligible for IMET, including courses focusing on human rights. As such, the mechanism receives a moderately high rating for effectiveness.

Lastly, FMF is the only mechanism available to SOUTHCOM to provide lethal aid to partner nations. But it is considered slow and cumbersome and earns only moderately low effectiveness and efficiency ratings. From SOUTHCOM’s perspective, FMF lacks agility and has an “endless set of rules.” Like PACOM, SC professionals there question the country and regional prioritization that DoS accords to FMF resources. It is underfunded in Central America, where the highest CTOC priorities for SOUTHCOM lie; the Mosquito Coast is a key land entry point for narcotics in transit to the United States, and it is sparsely populated and has little government presence. Out of \$65 million in FMF provided to the region, only \$5 million goes to Central America, while \$35 million goes to Colombia. Moreover, the CCMD is unable to hold recipient partners accountable for expenditure and burn rate after FMF is disbursed to them.¹³

European Command: SC Mechanisms for Building Partner Coalition Operations Capacity

Figure 3.5 depicts an assessment of effectiveness and efficiency of mechanisms that EUCCOM uses to build partner capacity in coalition operations. EUCCOM has taken the lead in providing less advanced European allies and partners in its AOR with expeditionary capabil-

¹³ One reviewer noted that while the CCMD cannot force recipients to spend their FMF faster than they want to, the security assistance offices in-country have the ability to recommend disapproval to the CCMD of proposed uses of FMF if they find them inappropriate or inconsistent with CCMD priorities. OSD and DoS have the final call, but the CCMDs may have more leverage on this issue than they use.

Figure 3.5
SC Mechanism Effectiveness and Efficiency for EUCOM BPC in Coalition Operations

EUCOM Coalition Ops		Effectiveness			
		High	Moderately high	Moderately low	Low/failure
Efficiency	High		CRSP CCIF		
	Moderately high		Sec 1202 FMF	Sec 168	
	Moderately low		PE DCCEP Sec 1206		
	Low/failure				

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ities that have allowed them to prepare for and deploy to Iraq and Afghanistan, where they contribute to combined operations. This is the highest-priority BPC-related objective for the command. Because these efforts have supported ongoing wars, EUCOM BPC for coalition operations also has been a sustained high priority in DoD, and this has had a positive effect on effectiveness and efficiency of related SC mechanisms. Appendix B provides detailed justification for effectiveness and efficiency ratings of SC mechanisms EUCOM uses to build partner capacity for coalition operations (see Figures B.12, B.13, B.14, B.15, and B.16).

The Coalition Readiness Support Program (CRSP) and the Combatant Commander’s Initiative Fund (CCIF) have been effective mechanisms for building partner expeditionary capacity, and both are rated as highly efficient. The CRSP has been one of the easiest programs to use for training allies and partners in EUCOM’s AOR to participate in the International Security Assistance Force (ISAF) in Afghanistan. For example, the CRSP helped fund the preparation and deployment

of a Georgian battalion to Afghanistan, facilitated by partner willingness to provide capable forces caveat-free and by attention from the U.S. president. The CRSP process moves more quickly and smoothly than that associated with Section 1206 (despite the fact that ISAF proposals are given highest priority in the first tranche of the Section 1206 process). Only three memos are required for approval of CRSP initiatives, and required concurrence by DoS is delegated to the level of deputy assistant secretary. While the program permits specialized training and provision of supplies, equipment can only be provided on loan. And, having been a true multiyear, broad authority for BPC, CRSP funding was reverted in Fiscal Year 2012 to a two-year limit like Section 1206. For these reasons, the mechanism is awarded a moderately high effectiveness rating. CCIF also allows dedicated, specialized training of partners, and it is also a truly multilateral mechanism by funding events rather than countries. It only requires approval by the Chairman of the Joint Chiefs of Staff, which has been very responsive (with approval timelines of 30–60 days), and documentation requirements are reasonable. However, it is a very small mechanism and limited globally to \$5 million annually. Given resource constraints, CCIF receives a moderately high effectiveness rating.

Section 1202 also provides much-needed equipment on loan to partners in the fight for pre-deployment training, including mine-resistant ambush-protected vehicles, counter-improvised explosive device equipment, and Blue Force Tracker.¹⁴ Section 1202 is only applied to Afghanistan and peacekeeping operations and is highly valued there, but would be more effective if the authority could be applied globally. As such, it earns a moderately high rating for effectiveness. While documentation requirements are reasonable, challenges with coordination and implementing arrangements lead to a moderately high efficiency rating as well. EUCOM must work with the Ser-

¹⁴ U.S. Congress, *National Defense Authorization Act for Fiscal Year 2012*, Section 1202, “Three-Year Extension of Temporary Authority to Use Acquisition and Cross-Servicing Agreements to Lend Military Equipment for Personnel Protection and Survivability,” Public Law 112-81, 125 STAT. 1621, December 31, 2011.

vices to determine equipment disposition and sourcing, and the processes and timelines are neither transparent nor consistent.

EUCOM receives preferential treatment for its Section 1206 proposals due to its role in getting allies and partners to the fight.¹⁵ EUCOM sees Section 1206 as the only mechanism that enables it to permanently transfer equipment to national forces deploying to Afghanistan and to build an enduring expeditionary capability. However, the need to obligate funds for specific projects by the end of the fiscal year, the \$100 million cap on stability operations, and lack of sustainment hampers effectiveness, which is rated moderately high. The rush to obligate makes longer-term planning very challenging, and requirements usually exceed resources in EUCOM. In addition, Section 1206 processes are highly manpower intensive, and despite the high priority accorded to ISAF proposals in the first tranche, it still takes a relatively long time to get projects approved and resources allocated. Section 1206 therefore earns a moderately low efficiency rating.

FMF appears to be more efficient and effective in EUCOM than in other CCMDs, and again this is partly due to the need to support an ongoing war effort. FMF permits dedicated field training and equipping without purpose restrictions. EUCOM typically used FMF to support BPC for coalition operations as a last resort when other mechanisms are unavailable and to address numerous competing BPC requirements. While the DoS has been open to using FMF to sustain Section 1206 projects for allies and partners in the fight, there is only limited funding available for most nations, and it is often insufficient for all Section 1206 sustainment needs. In addition, the CCMD does not control usage or burn rate once FMF is granted to the partner. FMF is highly responsive in situations where a case is open, the funding is available, and the partner agrees with the proposed use of FMF. Thus, its effectiveness is rated as moderately high. However, as ISAF's mission comes to a close in Afghanistan, one may wonder whether EUCOM's recent positive experience with FMF will continue into the future. It is likely that the priority accorded to EUCOM BPC for expeditionary

¹⁵ U.S. Congress, 2006.

operations will diminish, and this could have a negative impact on its ability to sustain the related capacities of allies and partners.

Mil-mil and exercise mechanisms have formed the backbone of EUCOM's efforts to build expeditionary capacity in the theater. According to SC professionals at EUCOM, the command had been using Section 168 to support many of its 700 annual mil-mil events under an interpretation that applied the authority to EUCOM's TCA program, which is a part of the headquarters budget. It was flexible and easy to utilize under this interpretation, and would have received high ratings for both effectiveness and efficiency. In mid-2012, however, its use was disallowed after a legal review determined that the required congressional appropriation of funds under the authority was never secured, and the authority to use the funds was never delegated to the CCMDs. The future availability of Section 168 came into doubt and the command had to look to other mechanisms; because of this, at the time of writing the authority received a moderately high rating for efficiency and moderately low for effectiveness.

These other mechanisms included the aforementioned PE from Section 1051 and DCCEP from Section 2010.¹⁶ PE and DCCEP have process and authority challenges that make them less effective and efficient than Section 168 under the former interpretation. PE and DCCEP do support developing-partner participation in exercises, conferences, and meetings, but do not support training and equipping. However, they have a "developing country" restriction, whereby International Monetary Fund, World Bank, and United Nations Development Program economic and governance indicators determine partner eligibility for participation. Partners can gain or lose eligibility at any time, greatly complicating planning, execution, and U.S.-partner relationships. At the time they were rated, they were not under CCMD control and funding approval resided outside the headquarters. They had very complicated justification and approval processes. Section 1051, for example, had a 17-step process that was documented on one Power-Point slide and would take anywhere from one week to six months to get approval at the three-star level in the Joint Staff. At the time of the

¹⁶ See U.S. Government Printing Office, Title 10, 2012.

EUCOM-RAND discussions, for example, EUCOM was waiting for approval to send three Georgian officers to the United States for a conference; it was June 28, and the conference was to begin July 6. Section 1051 was not very flexible, and any changes in date, assets, or countries invited to a conference had to be approved. However, in March 2013, Section 1051 was delegated to the CCMDs, which should serve to alleviate a number of the efficiency challenges. DCCEP was described as “a lot of work for little gain, and very difficult to manage.” Sections 1051 and 2010 both earn moderately high ratings for effectiveness and moderately low ratings for efficiency.¹⁷

European Command: SC Mechanisms for Building Partner Ballistic Missile Defense Capacity

Figure 3.6 depicts an assessment of effectiveness and efficiency of mechanisms that EUCOM uses to build allied capacity in ballistic missile defense. Building U.S. and allied ballistic missile defenses in Europe involves not only enhancing the capacity of individual coun-

Figure 3.6
SC Mechanism Effectiveness and Efficiency for EUCOM BPC in Ballistic Missile Defense

EUCOM BMD		Effectiveness			
		High	Moderately high	Moderately low	Low/failure
Efficiency	High				
	Moderately high				
	Moderately low			TCA CCIF	
	Low/failure			Missile Defense Agency (MDA) funds	

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¹⁷ Ratings in Figure 3.5 are based on experience prior to delegation of authority to the CCMD.

tries, but also maximizing interoperability within NATO, including with the United States. Generally, BMD has been the first priority on EUCOM's Integrated Priority List submitted to the Joint Staff, yet funding for EUCOM BPC activities for ballistic missile defense has not followed. Appendix B provides detailed justification for effectiveness and efficiency ratings of SC mechanisms EUCOM uses to build partner BMD capacity (see Figures B.17 and B.18).

Thus far, EUCOM has been able to apply only three mechanisms to building BMD capacity in the theater, and they have lacked the utility that should be available for such a high-priority activity. SC mechanisms in general are largely focused on bilateral interactions (even when it comes to working with individual countries to support multinational events within NATO), and are less applicable to multilateral engagement, especially where a high-end ally rather than the United States is in the lead. This has made it challenging for EUCOM to plan and execute CCMD-sponsored BPC activities in BMD.

CCIF is one of the few truly multilateral mechanisms because of its focus on events rather than countries. Some funds have been applied to engagements with lower-tier allies in the theater. But resources available through this mechanism are extremely limited, it is not approved for events where allies are in the lead, and securing approval is a "tortuous" process. For example, EUCOM has tried to secure CCIF for a BMD exercise called Joint Project Optic Windmill 2013 to be led by the Dutch and Germans, high-end allies that could help defend the continent through U.S.-supported enhancements in their national capabilities and ability to interoperate. EUCOM requested \$1 million for the upper-tier portion of the exercise. The Joint Staff legal counsel rejected the request, despite support from the Chairman as a worthy initiative, because the U.S. forces were not leading the exercise. Not only was a significant amount of EUCOM staff effort dedicated to the process of securing CCIF funds, the request was rejected in the end even after reaching the level of the Joint Chiefs. Thus, this mechanism earns moderately low ratings for both effectiveness and efficiency.

TCA is also limited in terms of funding and applicability and, according to the EUCOM SC professionals RAND interviewed, is used by the command as a "last resort" to fund BMD BPC engagements

“when all other avenues are exhausted.” When the CCIF request was rejected, TCA funds were approved, but only for a separate U.S.-led exercise called Joint Project Optic Alliance that was linked in a complicated manner to the Dutch/German-led Optic Windmill exercise. Because of the circuitous process for security funds and the limitations on their use, TCA also receives moderately low ratings for effectiveness and efficiency in supporting BMD BPC.

Finally, the MDA has expended large resources to support U.S. and allied BMD efforts in Europe. In addition, it has provided resources to some EUCOM BMD engagements with lower-tier allies, and has supported EUCOM submissions to MDA’s Prioritized Cooperation List. This support has been significant and has involved the movement of some \$1 billion to address priorities in Europe. However, at the time of data collection for this research, MDA had also been a significant organizational impediment to effectiveness and efficiency in EUCOM’s own efforts to plan, execute, and assess BMD capacity. MDA has not been transparent with EUCOM staff in terms of the former’s country priorities or allocation of resources, and MDA has not coordinated with EUCOM on senior leader engagements in Europe. EUCOM has little visibility into the MDA’s BMD efforts in its AOR. For example, EUCOM has limited knowledge of MDA expenditures on BMD facilities in Poland and Romania, despite having sent an official request for information to the MDA via the Strategic Command. From EUCOM’s perspective, this lack of collaboration and coordination has a negative impact on effectiveness and on the broader relationships between the United States and its allies. These organizational impediments earn a low rating for efficiency, while effectiveness is moderately low given that MDA support for BMD with lower-tier allies in the theater somewhat offsets the lack of collaboration with EUCOM. It is expected, however, that leadership change in MDA will serve to improve collaboration and raise effectiveness and efficiency.

Despite the challenges outlined, it should be noted that EUCOM continues to explore other mechanisms that it can apply to building allied BMD capacity and interoperability. Thus, while the effectiveness and efficiency of mechanisms the command has utilized in the

past have been sub-par, other more useful mechanisms may exist from which EUCOM has yet to benefit.

Conclusion

This chapter provides an approach to assessing the SC mechanisms that the CCMDs utilize to build partner capacity in support of key theater objectives. Evaluation of these mechanisms' effectiveness and efficiency is based on multiple focused discussions with the very experts who bring them together to enable the CCMDs to deliver military-to-military engagements, education and training, and equipment to partners toward the pursuit of common interests. The RAND team sought a transparent way of collating and analyzing the results of these discussions and offer decisionmakers an objective assessment of security cooperation mechanisms from a CCMD perspective. Assessing utility of BPC activities that by their nature seek improvements over the long term is a challenge. The precision of the ratings of effectiveness and efficiency of the mechanisms can certainly be debated. But we contend that if enough reports of experience with the mechanisms are examined—even non-quantitative reports—and the sample is reasonably broad, a meaningful pattern of success or stagnation emerges over time. And such an evaluation of these mechanisms can provide a foundation for development of options to improve the “patchwork” of authorities and programs available to SC planners in the CCMDs.

There are a number of converging and diverging perspectives on mechanism effectiveness and efficiency across the commands. We now turn to these as well as recommendations for improvement in the final chapter.

Key Findings and Recommendations

This report provides an approach to capturing assessments of the variety of SC mechanisms available to the CCMDs to achieve their BPC objectives, and to considering the successes and limitations of the mechanisms in terms of their overall effectiveness and efficiency from the CCMD perspective. The first section of this chapter compares the areas of convergence and divergence among the four CCMDs to identify key trends, along with findings that apply specifically to just one CCMD. The second section returns to our original hypotheses to present the team's overall findings relative to those hypotheses. The third provides the study team's overall recommendations in terms of effectiveness and efficiency, and considers those recommendations from an implementation perspective. From a level-of-effort standpoint, near-term recommendations are those the study team contends can generally be accomplished within one year, while long-term recommendations will take longer.

Convergence and Divergence Across Combatant Commands

A comparison of perspectives on SC mechanisms across CCMDs reveals a number of areas of convergence and divergence or findings that apply to just one CCMD. There were a number of challenges upon which SC professionals at multiple commands agreed, while others elicited different responses as to their utility to particular CCMDs. To

summarize the foregoing discussion of ratings, this section identifies these areas of convergence and divergence.

Areas of Convergence

Lack of flexible, multiyear authorities hinders effective planning and efficient execution. The CCMDs seek to engage in long-term planning that defines measurable goals to be attained with partners in the future and interim milestones that chart a path for reaching those goals. This requires authorities and funding sources that remain available over those intervening years and can be clearly identified in CCMD plans. They should also be flexible enough to adapt to changing environments and requirements over time and consistent enough to facilitate timely execution without gaps in funding. However, except for the special cases of Iraq and Afghanistan, and possibly Colombia, such mechanisms have not been the norm.

FMF is slow, not prioritized against DoD objectives, inflexible, and difficult for DoD to control once dispersed. Three of the four commands (the one exception was EUCOM) agreed that FMF is a cumbersome mechanism that proves difficult to use in meeting the needs of rapidly changing requirements, especially in the context of quickly adapting nonstate adversaries and internal political turmoil in several parts of the globe. The processes by which FMF proposals are prioritized are not transparent to the CCMDs, and the rules and reporting requirements are onerous. Equipment and training ordered under FMF sometimes takes two or more years to arrive to a partner nation, and in some instances requirements—and even governments—have changed by that time in ways that render the FMF program less relevant or even advisable. And once a partner receives the FMF funds, they may maintain those funds in interest-bearing accounts for extended periods and at times seek to spend the funds in areas not originally intended. Moreover, DoS has disallowed use of FMF to sustain equipment purchased through Section 1206 in many cases.

Constraints on Section 1206 funding availability, sustainment potential, and working with non-MoD partners limit its effectiveness, while associated equipping efforts can be onerous on staffs. Section 1206 has been used extensively to address urgent and emergent terrorist threats

in key partner nations and regions. But funding for Section 1206 projects is limited to two years, and this hampers longer-term planning as well as sustainment of equipment. The mechanism prohibits DoD from working with security forces controlled by ministries of interior and other nondefense partner agencies, despite the fact that many partner CT forces reside under these agencies and not partner ministries of defense. Moreover, Section 1206 processes are manpower-intensive for the CCMDs, whether this involves the development, justification, and tracking of proposals or the shepherding of “pseudo-FMS” cases.

Education programs like IMET and CTFP generally score as highly effective; however, some processes are onerous on staffs. U.S. education programs, whether in the theater or in the United States, earn high marks as foundational elements for building both relationships and eventually capacity in CT as well as other capability areas. They support not only classroom training on equipment, but also provide courses on human rights and rule of law and provide environments that promote interactions among partners and with U.S. personnel. There are some issues with efficiency in attaining education resources or student slots, but these may be relatively straightforward to address.

Mil-mil authorities are effective as foundations of BPC but cannot be used to support training and equipping; those controlled centrally are not efficient; some authorities are left to interpretation. The hundreds of conferences, seminars, assessments, exchanges between subject matter experts and senior leaders, and planning meetings that occur annually in each CCMD are critical to achieving understanding by the United States and its partners of challenges and opportunities and how the United States can help partners pursue common interests and meet common threats. But they are prerequisites and supplements—not substitutes—for dedicated training in specialized skills and unit operations to achieve BPC objectives. It is that deliberate training—in concert with equipping and, when warranted and permitted, advising—that actually builds capacity. In addition, assuming that CCMD priorities align properly with those of OSD, mil-mil mechanisms centrally controlled in DoD are less efficient from the CCMD perspective than those controlled by the command, especially when one considers

that the longer processes involved often cannot meet constrained timelines of “pop-up” events.

Mechanisms for cooperation with regional organizations are limited. SC professionals at all four CCMDs raised a concern that security cooperation mechanisms are focused almost entirely on bilateral cooperation between the United States and partner nations, and that planners have to work through such mechanisms to attain multilateral or regional effects. For example, CCMDs that receive Title 22 funds note that DoS managers of these resources typically have a bilateral focus.

Areas of Divergence/Specific to One CCMD

EUCOM has been able to effectively utilize Section 1206 and FMF with coalition partners. EUCOM has benefited from the high priority placed on preparing partners in its AOR for operations as coalition participants in Iraq (formerly) and Afghanistan. As such, its recent experience with Section 1206 and FMF, at least with regard to coalition operations, has given EUCOM a more positive view than the other CCMDs.

Lack of CT train/equip authorities in SOUTHCOM and PACOM force reliance on indirect SC mechanisms to build partner CT capacity. With Section 1206 declining as a mechanism used in PACOM and unavailable in SOUTHCOM, added to an inability to work with partner non-MoD entities, these commands have had to rely on JCETs, counternarcotics initiatives, and human assistance/disaster recovery projects to address capability gaps in partner CT forces. While they can help build fungible skills or sustain existing CT skills, they are inadequate for building partner CT capacity in a systematic way.

Dedicated train/equip mechanisms provide AFRICOM with flexible means of building partner CT capacity. The availability of multiple Title 10 train/equip programs—Sections 1203/1207n and 1206, OEF-TS, and PRACT—gives AFRICOM a number of sources of authority and funding for BPC. Processes the command has developed in which stakeholders are involved from the inception of initiatives have improved efficiency and minimized level of effort for AFRICOM SC planners.

EUCOM's experience with SC mechanisms for building BMD capacity is quite negative, but still forming. The limited mechanisms the command has sought to use have been both ineffective and inefficient, especially with regard to dealing with high-end allies who can share the burden of ballistic missile defense with the United States. However, EUCOM is still in the process of identifying sources of authority and funding for BMD initiatives with partners, and it remains to be seen how and whether other mechanisms can be applied and how the necessary partnership with the MDA will develop.

PACOM has concerns about the usage and responsiveness of the GSCF. The GSCF is intended to address some of the key concerns identified in this study, including multiyear authority and the ability of DoD to work with non-MoD partners. However, PACOM has pointed to a number of issues that are worrisome from its perspective, including a cumbersome approval process and a concern that GSCF is focused on filling gaps in individual partner nations rather than facilitating planning across key capability areas.

Hypotheses Revisited

As presented in Chapter One, our two hypotheses are as follows:

- **Hypothesis #1:** The characteristics of available SC mechanisms *have hindered* the CCMDs from efficiently executing BPC-related activities
- **Hypothesis #2:** The characteristics of available SC mechanisms *have not prevented* the CCMDs from making adequate progress in achieving their BPC objectives.

Regarding the first hypothesis, as explored in Chapter Three, the CCMDs did indeed identify issues associated with efficiency of executing BPC activities through existing mechanisms/mechanism elements. These included processes that were too slow and cumbersome, resource limitations in a few key areas, coordinating challenges work-

ing with other organizations, and synchronizing BPC activities with those organizations.

In terms of the second hypothesis, which focuses on the effectiveness of the existing SC mechanisms for BPC, we found mixed results. The patchwork of resources, programs, authorities, processes, and organizational relationships by and large seems to work (albeit inefficiently) for some of our case studies, but not for others. On one hand, EUCOM has been able to use SC mechanisms very effectively to enable coalition partners to participate in ISAF, and the patchwork operates extremely well. Also, SOUTHCOM has had success using various mechanisms to build capacity for countering transnational organized crime. On the other hand, SOUTHCOM does not have the right SC mechanisms to do BPC-related preventive CT training in the AOR and must rely on JCETs and other indirect mechanisms that are not designed for BPC in counterterrorism. Moreover, mil-to-mil authorities across the CCMDs have received different interpretations, causing major disruptions in the mil-to-mil program at EUCOM, for example. Differences in interpretation have also destined some programs to fail, as with the OEF-CCA effort in the Caribbean Basin.

Recommendations

The study team's recommendations are related to our two assessment areas, effectiveness and efficiency. The recommendations are further subdivided into those we assess can be dealt with in the near term (defined as six months to one year) and those we assess will take longer (more than one year). The recommendations are categorized in terms of perceived ease of implementation and, in some cases, anticipated costs. The recommendations are addressed primarily to OSD and the Joint Staff and, to a lesser extent, the CCMDs.

Improving Effectiveness of SC Mechanisms for BPC

To improve SC mechanism effectiveness in the near term, we recommend that OSD, with Joint Staff support, take the following actions:

- *Establish a working group to explore existing authorities for CCMD-executed BMD activities with allies and partners to determine if additional, specific authorities are needed to accomplish CCMD objectives.* Based on the findings from our BMD mechanism case study, there is a perception that existing authorities limit the CCMDs from participating in some BMD-related security cooperation events, particularly with capable allies. OSD should form a working group consisting of officials from the Joint Staff, the relevant CCMDs (EUCOM and PACOM), and the MDA to explore existing authorities for CCMD-executed BMD activities with allies and partners. The Security Cooperation Policy Executive Council could also be used for this purpose. If shortfalls to existing authorities do exist, the working group could consider ways to encourage Congress to expand those authorities, particularly to allow for U.S. forces to participate in BMD exercises led by third countries that focus on improving interoperability with high-end allies.
- *Seek to establish a new global authority for rapid, inexpensive equipping to meet the demand, particularly to support current operations.* Our case study analysis identified a deficiency in being able to obtain general-purpose military equipment, such as uniforms and other personal gear, small arms, ammunition, and common supplies and replacement parts. Equipment such as this can improve a less-developed foreign partner's ability to more rapidly and effectively respond to an internal contingency, participate in a coalition operation or exercise, and improve its overall military posture. Existing programs that could be used for this purpose—for example, FMF or Section 1206—are generally limited in availability and have cumbersome processes that require approvals and reporting outside DoD. Therefore, OSD should consider seeking a new global authority for rapid (90-day), inexpensive (\$100,000 or less) equipping with O&M funds.

To improve SC mechanism effectiveness in the long term, we recommend the following actions:

- *Take maximum advantage of the Global Security Contingency Fund pilot to demonstrate the need to expand authorities for BPC with non-MoD forces.* The GSCF provides a great opportunity to demonstrate the need for, and the ability of, DoD, working closely with DoS, to conduct BPC activities with security forces of ministries of interior and other non-MoD agencies. The most relevant partner-country security forces to engage are not always found in the various ministries of defense. The ministries of interior typically own land and maritime border security forces, paramilitary police, customs officials, and the like. The authorities for DoD forces to engage these non-MoD security forces are limited, and by exception. The success of GSCF could demonstrate to Congress the ability of DoD and DoS to plan, execute, resource, and assess these activities in lock-step, which could lead to the establishing of broader, permanent authorities and perhaps even appropriations for such BPC activities in the future. This is especially important in countering the nexus between narco-trafficking and terrorism, which often requires working with the armed forces of ministries of interior and other non-MoD agencies. Moreover, the GSCF could be used to foster more regionally based security cooperation approaches—including working more effectively with regional organizations—to supplement the largely bilateral focus currently in place.
- *Explore ways to improve FMF performance and formally link it to the 1200-series to enable greater partner capability sustainment and institutional reform.* Our case study analysis identified deficiencies in linking BPC efforts to capability sustainment and to broader institutional reforms in partner security sectors. OSD should consider inviting State Department officials from the Political-Military Affairs and the Regional Bureau (Africa and Asia-Pacific in particular) to form a task force, which could streamline Section 1206 and FMF funding to improve responsiveness, simplify processes, strengthen U.S. government spending control in some countries, and, ultimately, better enable sustainment and institutional reforms in partner countries. The task force should also explore ways to synchronize FMF prioritization and make

the process more transparent to the CCMDs. It would be preferable initially to focus on a few countries (perhaps in sub-Saharan Africa and Southeast Asia) to test the concept. Another alternative that could improve prospects for legislative action once findings are reported would be to enlist Congress to authorize a pilot program whereby one designated CCMD is given leeway for a limited time (perhaps two years) to operate under streamlined, expanded guidelines for Section 1206, FMF, and related programs. The task force could track the progress of the pilot program that, if successful, could lay the foundation for granting legislative authority more broadly.

- *Seek additional, global authorities to broaden dedicated CT training.* Our case study analysis on CT pointed to consensus regarding the need to expand authorities for dedicated CT training for BPC. For example, in SOUTHCOM, the use of JCETs to fill a CT training gap is only a workaround due to the lack of other CT resources to address “preventative CT” issues. Therefore, we recommend that OSD work with its State Department colleagues from the Political-Military Affairs and the Regional Bureaus to form a task force for exploring ways to better meet U.S. government-wide CT objectives.¹

Improving Efficiency of SC Mechanisms for BPC

To improve SC mechanism efficiency in the near term, we recommend the following actions:

- *Provide the CCMDs with clear, up-to-date OSD interpretation of all BPC authorities on an annual basis to enable all to effectively leverage available mechanisms.* The study team found limited numbers of experts at the CCMDs with deep knowledge on existing BPC authorities. Moreover, among those experts, we found different interpretations of those authorities in some instances,

¹ Note that the last two recommendations could be combined into a single task force and subdivided into two working groups. The issues are very much related.

for example, mil-to-mil.² Pushing information on authorities to the CCMDs and to the subordinate component commands on an annual basis would help to ensure that BPC planners, resource managers, assessors, and executors have up-to-date information on existing authorities and any annual changes to those authorities.

- *Consider simplifying requirements for annual justification of ongoing programs to improve efficiency.* Our case study analysis identified inefficiencies associated with OSD's process for collecting data that supports annual congressional reporting requirements for ongoing BPC programs. The OSD CTFP was a frequently cited example, but others were mentioned as well, including Section 1206 and the Global Security Contingency Fund. OSD program managers could play a more active role in gathering the necessary information directly from the CCMDs, and possibly standardizing the schedule for collection and informing the CCMDs of the types of data required well in advance. For example, in some cases, telephone interviews with the designated CCMD points of contact could be conducted, using the prior year's data as the baseline to guide the discussion. CCMDs should be allowed to review those interview notes before finalization to ensure accuracy of the information collected.
- *Explore options for developing and managing the growing number of pseudo cases associated with Section 1206 initiatives to improve efficiency.* FMS pseudo cases became prevalent during the height of the U.S. operations in Iraq and Afghanistan as a way to obligate large amounts of FMF funds without the benefit of a cogent foreign partner government. The trend continues, particularly in the AFRICOM AOR, and CCMD staffs have generally seen an increase in workload associated with FMS pseudo cases, where the United States takes a more active role in identifying partner country needs. This is a good trend, given we are talking about using taxpayer money to do BPC. The CCMDs require additional support, perhaps one additional billet or contractor sup-

² U.S. Government Printing Office, Title 10, Section 168.

port, to handle these cases and ensure they move along correctly and timely through the process.

To improve SC mechanism efficiency in the long term, we recommend the following actions:

- *Consider seeking approval to lengthen time for select Title 10 authorities and funding sources beyond two years (a minimum of three years) to enable effective institutionalization of capabilities.* Our analysis leads us to conclude that the actual length of time of the existing authorities and funding sources hinders BPC efficiency and effectiveness. Two years is not enough time to build capacity in most countries of the world. It is enough to get started, but seldom enough time to observe and measure the desired outcome—a meaningful increase in the capacity of the partner’s forces. Other U.S. agencies providing foreign assistance commonly operate with multiyear funds; for example, USAID prepares multiyear assistance plans that are funded for periods of three to five years. Naturally, the time required depends on the type of capacity being built, but generally speaking, the countries DoD engages for BPC purposes need longer-term, dedicated support, not only for working with the partner country military forces, but especially to do any kind of institutional capacity-building initiatives, which traditionally take much time and effort. From our case studies, the examples of authorities and funding sources that should be lengthened include CRSP, Section 1206 Global Train and Equip, and PRACT.

For Further Research

As pointed out previously, this study and subsequent report were not able to provide sufficient detail relative to all case studies on the effectiveness of BPC from an execution perspective. The CCMDs simply do not have comprehensive data on BPC effectiveness at the country level. This information would likely be found with those responsible for

BPC activity execution at the Service component commands, the subordinate units tasked with conducting BPC activities, and in-country embassy teams. We recommend further study focused on gathering and assessing data at the operational and tactical level. Quantitative as well as qualitative indicators should be developed to assess the mechanisms holistically (i.e., from planning to execution) in a systematically developed, robust framework. This should lead to specific recommendations of ways to enhance or change the current mechanisms, and elements of those mechanisms, to improve their support of BPC execution.

RAND Security Cooperation Database

Description of BPC Authorities

The authority for DoD and other U.S. government agencies to conduct BPC activities stems from a variety of sources. This appendix details several, including various titles of the U.S. Code, Executive Orders, and public laws. Because the focus of this study is on DoD's BPC activities, the largest single source of the references cited here derive from DoD's chief source of authorities, U.S. Code Title 10, *Armed Forces*. Of the 184 unique authorities contained in this appendix, 71 are derived from Title 10. There are, however, quite a few that derive from U.S. Code Title 22, *Foreign Relations and Intercourse*.¹ These authorities principally relate to the transfer of military equipment and the provision of formal training and education. The majority of the Title 22 authorities require DoD and the Department of State to work together jointly to implement BPC activities. Other authorities, mostly outside the purview of DoD BPC managers, derive from other U.S. Code titles. These authorities enable other U.S. government agencies to conduct BPC activities in areas of interest to DoD, such as counter WMD, counternarcotics, border security, and stabilization and reconstruction.

Finally, more than a third of all of the authorities described here derive from various, current public laws. Public laws primarily either authorize an activity or provide funding for it. While most of the public laws contained in this appendix are what are consid-

¹ U.S. Government Printing Office, Title 22, 2012.

ered authorizing legislation (i.e., the National Defense Authorization Act), many are actually appropriations bills designed to provide funding to authorized activities. When such laws are referenced here, it is because they also include language that alters or expands on the language contained in the associated authorization. For example, an appropriation bill might extend the duration of an authority's "life," or it might add a reporting requirement.

In general, public laws are eventually absorbed into the U.S. Code, if they address a topic of an enduring nature. Much of Title 22, for example, originates from the Foreign Assistance Act of 1961 (Public Law 87–195) and the Arms Export Control Act of 1976 (Public Law 94–329). In Table A.4, which lists the various public laws that (as of 2012) authorize BPC activities, the majority have not been absorbed into the U.S. Code because they are focused specifically on contingency operations that can be considered of limited duration (i.e., authorities focused on contingencies in Iraq, Afghanistan, or the War on Terror more generally). Others have a limited regional focus (e.g., support to Pakistan, support to counternarcotics activities in Latin America), or address a specific threat (i.e., Cooperative Threat Reduction).

The Tables

The first two tables contained in this appendix describe authorities derived from Title 10 (Table A.1) and Title 22 (Table A.2). Table A.3 summarizes a small number of authorities derived from other titles within the U.S. Code (Title 6, *Domestic Security*; Title 32, *National Guard*; Title 42, *The Public Health and Welfare*; Title 46, *Shipping*; and Title 50, *War and National Defense*) as well as two relevant Executive Orders. Authorities derived from public laws (that have not yet been incorporated into the U.S. Code) are summarized in Table A.4. In each of these four tables, the format is the same. In the first column, the reference is given, typically citing the title of the relevant section of U.S. Code or public law. The second column lists the various U.S. government BPC implementing programs that draw on that

authority. It is important to note that many programs draw on more than one authority, and so some authorities have a more direct linkage to the purposes and activities conducted by a given implementing program. These purposes and activities associated with the implementing programs are listed in the third and fourth columns.

While some authorities have a very specific focus that authorizes particular activities for a given purpose, some authorize a wide range of activities that may be conducted for numerous purposes. Still other authorities simply address important administrative aspects of BPC in general, and are therefore drawn on by many implementing programs. Table A.5 organizes the information presented in the preceding tables differently, presenting first the implementing programs and then listing the various authorities they each draw on. In this way, it becomes clear how the authorities are acted on in practice to conduct BPC activities.

BPC Authorities Derived from U.S. Code, Title 10

Much of DoD's authority to operate derives from U.S. Code, Title 10. While some of the authorities listed are quite specific, a few—such as U.S. Code, Title 10, Section 168, *Military-to-Military Contacts and Comparable Activities*, enable a wide variety of DoD BPC activities. In general, Title 10 BPC authorities are invested in the Secretary of Defense, but in practice they are delegated to the military departments and the combatant commands for implementation. Because many of the authorities are often very broad, they can be, and are, used as the basis for a range of activities, typically designed and implemented by Service and combatant command planners.

While many of the authorities listed have a specific focus, they are not typically used as a “standalone” basis for a BPC activity. Latin American Cooperation funds, for example, can be used to pay for certain expenses associated with conducting BPC activities with Latin American partners, but it is most often used as an adjunct to activities conducted under other Title 10 authorities, such as U.S. Code, Title 10, Section 1051, *Multilateral, Bilateral, or Regional Coopera-*

tion Programs: Payment of Personnel Expenses, which might be used to conduct a seminar, or U.S. Code, Title 10, Section 166(a), *Combatant Commands: Funding Through the Chairman of Joint Chiefs of Staff*, which might be used to conduct an exercise.

Table A.1
BPC Authorities Derived from Title 10

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §1050(a), African cooperation: payment of personnel expenses	African Cooperation	Defense/Military Contacts Information Exchanges Conferences, Workshops	Defense Institution Building
10 U.S. Code §1050, Latin American cooperation: payment of personnel expenses	Latin American Cooperation	Defense/Military Contacts Information Exchanges Conferences, Workshops	Defense Institution Building
10 U.S. Code §1051(a), Liaison officers of certain foreign nations; administrative services and support; travel, subsistence, medical care, and other personal expenses	Liaison officers of certain foreign nations	Defense/Military Contacts Personnel Exchanges	Interoperability Defense Institution Building Coalition Operations
10 U.S. Code §1051(c), Multilateral, bilateral, or regional cooperation programs: assignments to improve Education and Training in Information Security	Education and Training in Information Security	Training Education	Interoperability Cyber Defense Institution Building
10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses	African Partnership Station	Training	Law Enforcement Maritime Security Port Security

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses (cont.)	Air and Maritime Sector Development (AFRICOM)	Conferences, Workshops Exercises Information Exchanges	Humanitarian Assistance Defense Institution Building Missile Defense Port Security Health Coalition Operations Demining Counter Threat Finance Interoperability Law Enforcement Counterinsurgency Counter WMD Counterterrorism Disaster Relief Counternarcotics Stabilization and Reconstruction Border Security Research and Development Maritime Security Intelligence, Surveillance, Reconnaissance Peacekeeping
	Center for Army Lessons Learned International Engagements	Conferences, Workshops Information Exchanges	Interoperability Coalition Operations Counterinsurgency Humanitarian Assistance Peacekeeping Intelligence, Surveillance, Reconnaissance Disaster Relief Border Security Defense Institution Building Stabilization and Reconstruction

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses (cont.)	Civil-Military Emergency Preparedness	Conferences, Workshops Training Defense/Military Contacts Needs/Capability Assessments Exercises	Counter WMD Stabilization and Reconstruction Humanitarian Assistance Coalition Operations Border Security Interoperability Defense Institution Building Disaster Relief
	Defense Institution Reform Initiative	Conferences, Workshops Exercises Information Exchanges	Defense Institution Building
	Defense Resource Management Study Program	Education Training Information Exchanges Research, Development, Testing and Evaluation (RDT&E) Defense/Military Contacts Conferences, Workshops	Defense Institution Building
	U.S. Army European Security Agreements	Conferences, Workshops	Defense Institution Building
	U.S. Army Medical Department International Programs	Training Personnel Exchanges	Interoperability Research and Development Coalition Operations Counter WMD Disaster Relief Humanitarian Assistance

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses (cont.)	U.S. Army Training and Doctrine Command Training and Doctrine Conferences	Conferences, Workshops Information Exchanges	Defense Institution Building Counterinsurgency Coalition Operations Interoperability Research and Development Intelligence, Surveillance, Reconnaissance
	U.S. Army and U.S. Marine Corps Participation in the American, British, Canadian, Australian, and New Zealand Armies' Program	Personnel Exchanges Education	Counterterrorism Humanitarian Assistance Interoperability Stabilization and Reconstruction Peacekeeping Disaster Relief Coalition Operations Intelligence, Surveillance, Reconnaissance
10 U.S. Code §113, Secretary of Defense	Civil-Military Emergency Preparedness	Conferences, Workshops Training Defense/Military Contacts Needs/Capability Assessments Exercises	Counter WMD Stabilization and Reconstruction Humanitarian Assistance Coalition Operations Border Security Interoperability Defense Institution Building Disaster Relief
	Regional Centers for Security Studies	Training Information Exchanges Conferences, Workshops Defense/Military Contacts Education	Defense Institution Building Interoperability Coalition Operations

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §12304, Selected Reserve and certain Individual Ready Reserve members; order to active duty other than during war or national emergency	State Partnership Program	Information Exchanges Training Exercises Conferences, Workshops Needs/Capability Assessments Defense/Military Contacts	Humanitarian Assistance Stabilization and Reconstruction Peacekeeping Intelligence, Surveillance, Reconnaissance Health Disaster Relief Demining Defense Institution Building Counterterrorism Counternarcotics Law Enforcement Counter WMD Coalition Operations Border Security Counterinsurgency
10 U.S. Code §127(c), Purchase of weapons overseas: force protection	Coalition Readiness Support Program	Equipment Supplies Training	Coalition Operations Counterterrorism Counterinsurgency
10 U.S. Code §127(d), Allied forces participating in combined operations: authority to provide logistics support, supplies, and services	Lift & Sustain (Iraq & Afghanistan) Logistics Support, Supplies, and Services for Allied Forces Participating in Combined Operations (formerly known as "Global Lift & Sustain")	Supplies Provide Air/ Sealift	Coalition Operations Coalition Operations Counterinsurgency

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §153, Chairman: functions	Chairman of the Joint Chiefs of Staff's Exercise Program	Exercises	Maritime Security Missile Defense Peacekeeping Port Security Intelligence, Surveillance, Reconnaissance Aviation Expertise Demining Cyber Stabilization and Reconstruction Humanitarian Assistance Disaster Relief Counterinsurgency Counterterrorism Counternarcotics Counter WMD Border Security Health

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §166(a), Combatant Commands: Funding through the Chairman of Joint Chiefs of Staff	Chairman of the Joint Chiefs of Staff’s Exercise Program	Exercises	Maritime Security Missile Defense Peacekeeping Port Security Intelligence, Surveillance, Reconnaissance Aviation Expertise Demining Cyber Stabilization and Reconstruction Humanitarian Assistance Disaster Relief Counterinsurgency Counterterrorism Counternarcotics Counter WMD Border Security Health
	Combatant Commander Initiative Fund	Training Conferences, Workshops Education Conferences, Workshops Defense/Military Contacts Personnel Exchanges	Stabilization and Reconstruction Cyber Aviation Expertise Counterinsurgency Missile Defense Health Humanitarian Assistance Disaster Relief Counter WMD Counternarcotics Counterterrorism Interoperability Defense Institution Building Coalition Operations Intelligence, Surveillance, Reconnaissance
10 U.S. Code §166, Combatant commands: budget proposals	African Partnership Station	Training	Law Enforcement Maritime Security Port Security

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §168, Military-to-military contacts and comparable activities	Army-to-Army staff talks	Information Exchanges Defense/Military Contacts Conferences, Workshops	Defense Institution Building Interoperability
	Authority for Assignment of Civilian Employees of the Department of Defense as Advisors to Foreign Ministries of Defense	Personnel Exchanges	Coalition Operations Defense Institution Building Interoperability
	Center for Army Lessons Learned International Engagements	Conferences, Workshops Information Exchanges	Interoperability Coalition Operations Counterinsurgency Humanitarian Assistance Peacekeeping Intelligence, Surveillance, Reconnaissance Disaster Relief Border Security Defense Institution Building Stabilization and Reconstruction
	Civil-Military Emergency Preparedness	Conferences, Workshops Training Defense/Military Contacts Needs/Capability Assessments Exercises	Counter WMD Stabilization and Reconstruction Humanitarian Assistance Coalition Operations Border Security Interoperability Defense Institution Building Disaster Relief

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §168, Military-to-military contacts and comparable activities (cont.)	Deputy Assistant Secretary of the Army, Research and Technology/Chief Scientist Forums	Conferences, Workshops	Research and Development
	Defense Personnel Exchange Program	Defense/Military Contacts Personnel Exchanges	Defense Institution Building Interoperability Coalition Operations
	Defense Resource Management Study Program	Education Training Information Exchanges RDT&E Defense/Military Contacts Conferences, Workshops	Defense Institution Building
	Engineer and Scientist Exchange Program	Personnel Exchanges RDT&E	Research and Development
	Joint Contact Team Program	Needs/Capability Assessments Defense/Military Contacts Education	Defense Institution Building
	Non-Reciprocal Exchanges of Defense Personnel between the United States and Foreign Countries	Personnel Exchanges	Defense Institution Building Interoperability Coalition Operations
	Operator Engagement Talks (formerly "Ops-Ops Talks")	Conferences, Workshops Defense/Military Contacts Information Exchanges	Defense Institution Building Interoperability

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §168, Military-to-military contacts and comparable activities (cont.)	Reserve Officer Foreign Exchange Program	Defense/Military Contacts Personnel Exchanges Training	Defense Institution Building
	Senior National Representative (Army) Meetings	Information Exchanges	Research and Development
	Service Chief Counterpart Visit Program	Defense/Military Contacts Information Exchanges Conferences, Workshops	Health Stabilization and Reconstruction Intelligence, Surveillance, Reconnaissance Missile Defense Humanitarian Assistance Counterinsurgency Counterterrorism Counternarcotics Counter WMD Defense Institution Building Peacekeeping Disaster Relief
	U.S. Army Center of Military History Intern Program	Information Exchanges	Interoperability Defense Institution Building
	U.S. Army Center of Military History International History Programs	Conferences, Workshops Information Exchanges	Interoperability Defense Institution Building Coalition Operations
	U.S. Army Corps of Engineers Interagency and International Services	Training	Disaster Relief Research and Development Stabilization and Reconstruction Interoperability Humanitarian Assistance Defense Institution Building Port Security Coalition Operations

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §168, Military-to-military contacts and comparable activities (cont.)	U.S. Army Distinguished Foreign Visits	Defense/Military Contacts	Interoperability Coalition Operations Defense Institution Building
	U.S. Army European Security Agreements	Conferences, Workshops	Defense Institution Building
	U.S. Army Foreign Technology Assessment Support Program	Information Exchanges	Research and Development
	U.S. Army International Visits Program	Defense/Military Contacts Information Exchanges	Counter Threat Finance Defense Institution Building Missile Defense Port Security Health Coalition Operations Humanitarian Assistance Counterinsurgency Maritime Security Demining Interoperability Intelligence, Surveillance, Reconnaissance Research and Development Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Stabilization and Reconstruction

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §168, Military-to-military contacts and comparable activities (cont.)	U.S. Army Medical Department International Programs	Training Personnel Exchanges	Interoperability Research and Development Coalition Operations Counter WMD Disaster Relief Humanitarian Assistance
	U.S. Army Reciprocal Unit Exchange Program	Information Exchanges Personnel Exchanges	Interoperability Coalition Operations
	U.S. Army Security Cooperation Training Teams	Information Exchanges	Stabilization and Reconstruction Counter Threat Finance Counterinsurgency Demining Coalition Operations Health Port Security Missile Defense Defense Institution Building Interoperability Peacekeeping Intelligence, Surveillance, Reconnaissance Maritime Security Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Humanitarian Assistance
	U.S. Army Senior Reserve Officer Training Corps Cadet Culture and Language Immersion Deployments	Training Education Personnel Exchanges Defense/Military Contacts	Defense Institution Building Interoperability

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §168, Military-to-military contacts and comparable activities (cont.)	U.S. Army Training and Doctrine Command Training and Doctrine Conferences	Conferences, Workshops Information Exchanges	Defense Institution Building Counterinsurgency Coalition Operations Interoperability Research and Development Intelligence, Surveillance, Reconnaissance
	Unified Engagement Building Partnership Seminars	Conferences, Workshops Defense/Military Contacts Information Exchanges	Health Cyber Aviation Expertise Coalition Operations Missile Defense Humanitarian Assistance Stabilization and Reconstruction Disaster Relief Counter WMD Counternarcotics Counterterrorism Interoperability Defense Institution Building Intelligence, Surveillance, Reconnaissance Counterinsurgency
	U.S. Army and U.S. Marine Corps Participation in the American, British, Canadian, Australian, and New Zealand Armies' Program	Personnel Exchanges Education	Counterterrorism Humanitarian Assistance Interoperability Stabilization and Reconstruction Peacekeeping Disaster Relief Coalition Operations Intelligence, Surveillance, Reconnaissance

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §168, Military-to-military contacts and comparable activities (cont.)	U.S. Navy Africa Partnership Station	Defense/Military Contacts Exercises Training Needs/Capability Assessments Conferences, Workshops Information Exchanges Personnel Exchanges	Health Port Security Maritime Security Law Enforcement Humanitarian Assistance Disaster Relief Demining Counternarcotics Counter WMD Coalition Operations Aviation Expertise Interoperability Defense Institution Building Counterterrorism Intelligence, Surveillance, Reconnaissance
	U.S. Navy Continuing Promise	Training Information Exchanges Exercises Needs/Capability Assessments Personnel Exchanges Defense/Military Contacts Conferences, Workshops	Disaster Relief Health Port Security Humanitarian Assistance Coalition Operations Intelligence, Surveillance, Reconnaissance Maritime Security Law Enforcement Counterterrorism Counter WMD Aviation Expertise Interoperability Defense Institution Building Counternarcotics Demining

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §168, Military-to-military contacts and comparable activities (cont.)	U.S. Navy FMS Training Support	Defense/Military Contacts Needs/Capability Assessments Training Education Exercises RDT&E	Intelligence, Surveillance, Reconnaissance Aviation Expertise Counter Threat Finance Cyber Counterinsurgency Demining Health Humanitarian Assistance Maritime Security Disaster Relief Counter WMD Counternarcotics Counterterrorism Interoperability Port Security
	U.S. Navy Maritime Engagements	Training Exercises Information Exchanges Personnel Exchanges Defense/Military Contacts Needs/Capability Assessments Conferences, Workshops	Demining Counterinsurgency Port Security Maritime Security Intelligence, Surveillance, Reconnaissance Humanitarian Assistance Health Interoperability Counterterrorism Counternarcotics Counter WMD Coalition Operations Border Security Disaster Relief

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §168, Military-to-military contacts and comparable activities (cont.)	U.S. Navy Pacific Partnership	Defense/Military Contacts Conferences, Workshops Personnel Exchanges Needs/Capability Assessments Training Exercises Information Exchanges	Demining Port Security Maritime Security Law Enforcement Intelligence, Surveillance, Reconnaissance Humanitarian Assistance Disaster Relief Defense Institution Building Counterterrorism Counternarcotics Counter WMD Coalition Operations Aviation Expertise Interoperability Health
	U.S. Navy Southern Partnership Station	Conferences, Workshops Information Exchanges Exercises Training Personnel Exchanges Defense/Military Contacts Needs/Capability Assessments	Health Humanitarian Assistance Intelligence, Surveillance, Reconnaissance Law Enforcement Port Security Disaster Relief Defense Institution Building Maritime Security Aviation Expertise Counterterrorism Counternarcotics Counter WMD Coalition Operations Interoperability Demining
10 U.S. Code §182, Center of excellence in disaster management and humanitarian assistance	Center of Excellence in Disaster Management and Humanitarian Assistance	Conferences, Workshops Education RDT&E Training	Humanitarian Assistance Research and Development Disaster Relief

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §184 Regional centers for security studies	Regional Centers for Security Studies	Training Information Exchanges Conferences, Workshops Defense/Military Contacts Education	Defense Institution Building Interoperability Coalition Operations
10 U.S. Code §193, Combat support agencies: oversight	Chairman of the Joint Chiefs of Staff’s Exercise Program	Exercises	Maritime Security Missile Defense Peacekeeping Port Security Intelligence, Surveillance, Reconnaissance Aviation Expertise Demining Cyber Stabilization and Reconstruction Humanitarian Assistance Disaster Relief Counterinsurgency Counterterrorism Counternarcotics Counter WMD Border Security Health

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2010, Participation of developing countries in combined exercises: payment of incremental expenses	African Partnership Station	Training	Law Enforcement Maritime Security Port Security
	Air and Maritime Sector Development (AFRICOM)	Conferences, Workshops Exercises Information Exchanges	Humanitarian Assistance Defense Institution Building Missile Defense Port Security Health Coalition Operations Demining Counter Threat Finance Interoperability Law Enforcement Counterinsurgency Counter WMD Counterterrorism Disaster Relief Counternarcotics Stabilization and Reconstruction Border Security Research and Development Maritime Security Intelligence, Surveillance, Reconnaissance Peacekeeping
	Civil-Military Emergency Preparedness	Conferences, Workshops Training Defense/Military Contacts Needs/Capability Assessments Exercises	Counter WMD Stabilization and Reconstruction Humanitarian Assistance Coalition Operations Border Security Interoperability Defense Institution Building Disaster Relief

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2010, Participation of developing countries in combined exercises: payment of incremental expenses	Defense Institution Reform Initiative	Conferences, Workshops Exercises Information Exchanges	Defense Institution Building
	Developing Country Combined Exercise Program	Exercises	Humanitarian Assistance Intelligence, Surveillance, Reconnaissance Law Enforcement Maritime Security Missile Defense Peacekeeping Health Cyber Stabilization and Reconstruction Port Security Research and Development Disaster Relief Defense Institution Building Border Security Aviation Expertise Counter WMD Counternarcotics Counterterrorism Counter Threat Finance Counterinsurgency Demining
10 U.S. Code §2011, Special operations forces: training with friendly foreign forces	JCET Program	Exercises Training	Counternarcotics Counterterrorism Counterinsurgency Intelligence, Surveillance, Reconnaissance Stabilization and Reconstruction
10 U.S. Code §2103, Eligibility for membership Senior Reserve Officers' Training Corps	Foreign Participation in the Senior Reserve Officers' Training Corps	Defense/Military Contacts Education	Defense Institution Building

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2111(b), Senior military colleges	DoD Senior Military College International Student Program	Education	Interoperability Defense Institution Building Coalition Operations
10 U.S. Code §2114, Uniformed Services University of the Health Sciences Students: selection; status; obligation	Foreign Participation in the Uniformed Services University of the Health Sciences	Education Personnel Exchanges	Humanitarian Assistance Disaster Relief Defense Institution Building Health Interoperability
10 U.S. Code §2166, Western Hemisphere Institute for Security Cooperation (WHINSEC)	Western Hemisphere Institute for Security Cooperation	Training Education	Defense Institution Building Interoperability
10 U.S. Code §2249(c), Regional Defense Combating Terrorism Fellowship Program: authority to use appropriated funds for costs associated with Education and Training of foreign officials	Regional Defense Counterterrorism Fellowship Program	Education Training	Counter WMD Counterterrorism
10 U.S. Code §2249(d), Distribution to certain foreign personnel of education and training materials and information technology to enhance military interoperability with the armed forces	Distribution to Certain Foreign Personnel of Education and Training Materials and Information Technology to Enhance Military Interoperability with the Armed Forces	Training	Defense Institution Building Interoperability
10 U.S. Code §2274, Space situational awareness services and information: provision to non-United States Government entities	Space Situational Awareness Services and Information	Information Exchanges	Coalition Operations Interoperability

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2320, Rights in technical data	Transfer of technical data	Information Exchanges	Defense Institution Building Interoperability Aviation Expertise Maritime Security Missile Defense Cyber
10 U.S. Code §2341, Authority to acquire logistics support, supplies, and services for elements of the armed forces deployed outside the United States	Acquisition and Cross-Servicing Agreements	Equipment Construction Supplies	Interoperability
10 U.S. Code §2342, Cross-servicing agreements	Acquisition and Cross-Servicing Agreements	Equipment Construction Supplies	Interoperability
10 U.S. Code §2344, Methods of payment for acquisitions and transfers by the United States	Acquisition and Cross-Servicing Agreements	Equipment Construction Supplies	Interoperability
10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries	Coalition Warfare Program	Defense/Military Contacts Equipment Experimentation RDT&E	Interoperability Coalition Operations
	Cooperative RDT&E & Production	Defense/Military Contacts Training RDT&E Experimentation Equipment	Interoperability Research and Development Coalition Operations
	Deputy Assistant Secretary of the Army, Research and Technology/Chief Scientist Forums	Conferences, Workshops	Research and Development

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries (cont.)	Extended Training Services Support	Defense/Military Contacts Equipment Training	Stabilization and Reconstruction Counter Threat Finance Cyber Counterinsurgency Demining Health Port Security Aviation Expertise Humanitarian Assistance Intelligence, Surveillance, Reconnaissance Maritime Security Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Interoperability Missile Defense Peacekeeping
	Foreign Comparative Testing Program	Equipment Experimentation RDT&E Defense/Military Contacts	Interoperability Research and Development Defense Institution Building
	International Cooperative Research and Development Program	RDT&E Defense/Military Contacts Equipment Experimentation	Interoperability Research and Development
	International Engine Management Program	Defense/Military Contacts Equipment	Aviation Expertise
	Technical Coordination Program	Information Exchanges Equipment RDT&E	Interoperability Research and Development Aviation Expertise

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries (cont.)	The Technical Cooperation Program	RDT&E Information Exchanges Defense/Military Contacts Experimentation	Research and Development
	U.S. Army Foreign Technology Assessment Support Program	Information Exchanges	Research and Development
	U.S. Army International Technology Centers	RDT&E	Research and Development Interoperability
	U.S. Army Security Cooperation Training Teams	Information Exchanges	Stabilization and Reconstruction Counter Threat Finance Counterinsurgency Demining Coalition Operations Health Port Security Missile Defense Defense Institution Building Interoperability Peacekeeping Intelligence, Surveillance, Reconnaissance Maritime Security Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Humanitarian Assistance

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries (cont.)	U.S. Army and U.S. Marine Corps Participation in the American, British, Canadian, Australian, and New Zealand Armies' Program	Personnel Exchanges Education	Counterterrorism Humanitarian Assistance Interoperability Stabilization and Reconstruction Peacekeeping Disaster Relief Coalition Operations Intelligence, Surveillance, Reconnaissance
	U.S. Navy FMS Training Support	Defense/Military Contacts Needs/Capability Assessments Training Education Exercises RDT&E	Intelligence, Surveillance, Reconnaissance Aviation Expertise Counter Threat Finance Cyber Counterinsurgency Demining Health Humanitarian Assistance Maritime Security Disaster Relief Counter WMD Counternarcotics Counterterrorism Interoperability Port Security
10 U.S. Code §2350(c), Cooperative military airlift agreements: allied countries	Cooperative military airlift agreements	Provide Air/ Sealift	Defense Institution Building Interoperability Coalition Operations
10 U.S. Code §2350(d), Cooperative logistic support agreements: NATO countries	Education and Training in Information Security	Training Education	Interoperability Cyber Defense Institution Building
	Weapon System Partnership Agreements	Equipment Supplies	Defense Institution Building Interoperability
10 U.S. Code §2350(f), Procurement of communications support and related supplies and services	Procurement of Communications Support and Related Supplies and Services	Supplies Equipment	Cyber Intelligence, Surveillance, Reconnaissance

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2350(l), Cooperative agreements for reciprocal use of test facilities: foreign countries and international organizations	Coalition Warfare Program	Defense/Military Contacts Equipment Experimentation RDT&E	Interoperability Coalition Operations
	Cooperative RDT&E & Production	Defense/Military Contacts Training RDT&E Experimentation Equipment	Interoperability Research and Development Coalition Operations
	Extended Training Services Support	Defense/Military Contacts Equipment Training	Stabilization and Reconstruction Counter Threat Finance Cyber Counterinsurgency Demining Health Port Security Aviation Expertise Humanitarian Assistance Intelligence, Surveillance, Reconnaissance Maritime Security Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Interoperability Missile Defense Peacekeeping
	Foreign Comparative Testing Program	Equipment Experimentation RDT&E Defense/Military Contacts	Interoperability Research and Development Defense Institution Building
International Engine Management Program	Defense/Military Contacts Equipment	Aviation Expertise	

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2350(l), Cooperative agreements for reciprocal use of test facilities: foreign countries and international organizations (cont.)	Technical Coordination Program	Information Exchanges Equipment RDT&E	Interoperability Research and Development Aviation Expertise
	The Technical Cooperation Program	RDT&E Information Exchanges Defense/Military Contacts Experimentation	Research and Development
	U.S. Army Security Cooperation Training Teams	Information Exchanges	Stabilization and Reconstruction Counter Threat Finance Counterinsurgency Demining Coalition Operations Health Port Security Missile Defense Defense Institution Building Interoperability Peacekeeping Intelligence, Surveillance, Reconnaissance Maritime Security Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Humanitarian Assistance

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2350(l), Cooperative agreements for reciprocal use of test facilities: foreign countries and international organizations (cont.)	U.S. Navy FMS Training Support	Defense/Military Contacts Needs/Capability Assessments Training Education Exercises RDT&E	Intelligence, Surveillance, Reconnaissance Aviation Expertise Counter Threat Finance Cyber Counterinsurgency Demining Health Humanitarian Assistance Maritime Security Disaster Relief Counter WMD Counternarcotics Counterterrorism Interoperability Port Security
10 U.S. Code §2350(m), Participation in multinational military centers of excellence	Multinational Military Centers of Excellence	Conferences, Workshops Defense/Military Contacts Education Information Exchanges Training Experimentation	Interoperability Coalition Operations Defense Institution Building
10 U.S. Code §2358, Research and development projects	Coalition Warfare Program	Defense/Military Contacts Equipment Experimentation RDT&E	Interoperability Coalition Operations
	Cooperative RDT&E & Production	Defense/Military Contacts Training RDT&E Experimentation Equipment	Interoperability Research and Development Coalition Operations
	Defense RDT&E Information Exchange Program	Information Exchanges RDT&E	Research and Development
10 U.S. Code §2360, Research and development laboratories: contracts for services of university students	Foreign Comparative Testing Program	Equipment Experimentation RDT&E Defense/Military Contacts	Interoperability Research and Development Defense Institution Building

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2365, Global research watch program	Global Research Watch Program	Information Exchanges RDT&E Experimentation	Defense Institution Building Interoperability Research and Development
10 U.S. Code §2531, Defense memoranda of understanding and related agreements	Coalition Warfare Program	Defense/Military Contacts Equipment Experimentation RDT&E	Interoperability Coalition Operations
	Cooperative RDT&E & Production	Defense/Military Contacts Training RDT&E Experimentation Equipment	Interoperability Research and Development Coalition Operations
	Defense RDT&E Information Exchange Program	Information Exchanges RDT&E	Research and Development
	Electronic Combat International Security Assistance Program	Equipment Supplies	Intelligence, Surveillance, Reconnaissance Counterterrorism Counterinsurgency Aviation Expertise
	Exchange of mapping, charting, and geodetic data	Information Exchanges	Intelligence, Surveillance, Reconnaissance Defense Institution Building Interoperability
	Foreign Comparative Testing Program	Equipment Experimentation RDT&E Defense/Military Contacts	Interoperability Research and Development Defense Institution Building
	International Cooperative Research and Development Program	RDT&E Defense/Military Contacts Equipment Experimentation	Interoperability Research and Development
	International Engine Management Program	Defense/Military Contacts Equipment	Aviation Expertise

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2531, Defense memoranda of understanding and related agreements (cont.)	Participation in NATO Forums	Conferences, Workshops Information Exchanges Needs/Capability Assessments RDT&E	Interoperability Coalition Operations Research and Development
	Service Participation in Bilateral and Multilateral International Armaments Cooperation Forums	Needs/Capability Assessments RDT&E Information Exchanges Defense/Military Contacts Equipment Experimentation	Research and Development
	Technical Coordination Program	Information Exchanges Equipment RDT&E	Interoperability Research and Development Aviation Expertise
	The Technical Cooperation Program	RDT&E Information Exchanges Defense/Military Contacts Experimentation	Research and Development
	U.S. Army European Security Agreements	Conferences, Workshops	Defense Institution Building
10 U.S. Code §2539(b), Availability of samples, drawings, information, equipment, materials, and certain services	Air and Trade Shows	Defense/Military Contacts Equipment Supplies	Aviation Expertise
10 U.S. Code §2557, Excess nonlethal supplies: availability for homeless veteran initiatives and humanitarian relief	Humanitarian Assistance Excess Property Program	Equipment Supplies	Disaster Relief Humanitarian Assistance

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2561, Humanitarian assistance	Disaster Relief	Equipment	Disaster Relief
	Humanitarian Assistance	Provide Air/ Sealift Construction Equipment Supplies	Demining Disaster Relief Health Humanitarian Assistance Stabilization and Reconstruction
	Humanitarian Daily Rations	Supplies	Disaster Relief Health Humanitarian Assistance Stabilization and Reconstruction
10 U.S. Code §2562, Limitation on use of excess construction or fire equipment from Department of Defense stocks in foreign assistance or military sales programs	Transfer of excess Construction or Fire Equipment	Equipment	Stabilization and Reconstruction Humanitarian Assistance Disaster Relief
10 U.S. Code §2667, Leases: non-excess property of military departments and defense agencies	Air and Trade Shows	Defense/Military Contacts Equipment Supplies	Aviation Expertise

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §2805, Unspecified minor construction	Exercise Related Construction	Construction Exercises	Law Enforcement Stabilization and Reconstruction Counter Threat Finance Cyber Counterinsurgency Demining Health Port Security Missile Defense Humanitarian Assistance Interoperability Intelligence, Surveillance, Reconnaissance Maritime Security Aviation Expertise Border Security Disaster Relief Counter WMD Counternarcotics Counterterrorism Peacekeeping
	U.S. Army Corps of Engineers Interagency and International Services	Training	Disaster Relief Research and Development Stabilization and Reconstruction Interoperability Humanitarian Assistance Defense Institution Building Port Security Coalition Operations
10 U.S. Code §401, Humanitarian and Civic Assistance (HCA) provided in conjunction with military operations	Humanitarian and Civic Assistance	Construction Equipment Supplies Needs/Capability Assessments	Disaster Relief Health Humanitarian Assistance Stabilization and Reconstruction
	Humanitarian Mine Action Program	Training Equipment Supplies	Demining Humanitarian Assistance

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §402, Transportation of humanitarian relief supplies to foreign countries	Humanitarian Assistance Space Available Transportation	Provide Air/ Sealift	Disaster Relief Health Humanitarian Assistance
10 U.S. Code §404, Foreign disaster assistance	Disaster Relief Small Arms/ Light Weapons Program	Equipment Needs/Capability Assessments Conferences, Workshops Information Exchanges Training	Disaster Relief Stabilization and Reconstruction Border Security Counter WMD Counterterrorism Counterinsurgency Law Enforcement Peacekeeping
10 U.S. Code §407, Humanitarian demining assistance: authority; limitations	Humanitarian Demining Research and Development Program Humanitarian Mine Action Program	RDT&E Training Equipment Supplies	Research and Development Demining Humanitarian Assistance Demining Humanitarian Assistance
10 U.S. Code §408(c), Equipment and Training of foreign personnel to assist in Department of Defense accounting for missing United States Government personnel	Train and Equip to Assist Accounting for Missing U.S. Government Personnel	Equipment Supplies Training	Interoperability
10 U.S. Code §421, Funds for foreign cryptologic support	Funds for foreign cryptologic support	Information Exchanges	Intelligence, Surveillance, Reconnaissance Defense Institution Building Interoperability
10 U.S. Code §4344, Foreign cadets attending the military academy	Foreign Students Attendance at the Service Academies	Education	Interoperability Defense Institution Building
10 U.S. Code §4345(a), Military academy foreign and cultural exchange activities	Service Academy Foreign and Cultural Exchange Activities	Education	Interoperability Defense Institution Building

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §4345, Military academy exchange program with foreign military academies	Foreign Service Academy Semester Abroad Exchanges	Education Personnel Exchanges	Defense Institution Building Interoperability
10 U.S. Code §443, Imagery intelligence and geospatial information: support for foreign countries	Imagery intelligence and geospatial information	Information Exchanges	Intelligence, Surveillance, Reconnaissance Defense Institution Building Interoperability
10 U.S. Code §454, Exchange of mapping, charting, and geodetic data with foreign countries, international organizations, nongovernmental organizations, and academic institutions	Exchange of mapping, charting, and geodetic data	Information Exchanges	Intelligence, Surveillance, Reconnaissance Defense Institution Building Interoperability
10 U.S. Code §4681, Surplus war material: Army sale to states and foreign governments	Sale of surplus war material	Equipment Supplies	Counterinsurgency Border Security Stabilization and Reconstruction Humanitarian Assistance Missile Defense Port Security Demining Cyber Counter Threat Finance Peacekeeping Health Disaster Relief Maritime Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Aviation Expertise Interoperability Defense Institution Building Intelligence, Surveillance, Reconnaissance

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §6957(a), Naval Academy exchange program with foreign military academies	Foreign Service Academy Semester Abroad Exchanges	Education Personnel Exchanges	Defense Institution Building Interoperability
10 U.S. Code §6957(b), Naval Academy foreign and cultural exchange activities	Service Academy Foreign and Cultural Exchange Activities	Education	Interoperability Defense Institution Building
10 U.S. Code §6957, Foreign midshipmen attending the Naval Academy	Foreign Students' Attendance at the Service Academies	Education	Interoperability Defense Institution Building
10 U.S. Code §7046, Officers of foreign countries: admission to Naval Postgraduate School	Foreign Officers Admission to Naval Postgraduate School	Education	Defense Institution Building Interoperability
10 U.S. Code §7227, Foreign naval vessels and aircraft: supplies and services	Foreign Naval Vessels and Aircraft: Supplies and Services	Supplies	Maritime Security Interoperability
10 U.S. Code §7234, Submarine safety programs: participation of NATO naval personnel	Participation of NATO Naval Personnel in Submarine Safety Programs	Personnel Exchanges RDT&E Experimentation	Defense Institution Building Maritime Security Interoperability Research and Development
10 U.S. Code §7307, Disposals of naval vessels to foreign nations	Disposals of Naval Vessels to Foreign Nations	Equipment	Maritime Security Interoperability
10 U.S. Code §9344, Selection of persons from foreign countries, Air Force Academy	Foreign Service Academy Semester Abroad Exchanges	Education Personnel Exchanges	Defense Institution Building Interoperability
	Foreign Students Attendance at the Service Academies	Education	Interoperability Defense Institution Building
10 U.S. Code §9345(a), Foreign and cultural exchange activities	Service Academy Foreign and Cultural Exchange Activities	Education	Interoperability Defense Institution Building

Table A.1—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
10 U.S. Code §9345, Exchange program with foreign military academies	Foreign Service Academy Semester Abroad Exchanges	Education Personnel Exchanges	Defense Institution Building Interoperability
10 U.S. Code §9381, Establishment of program	Aviation Leadership Program	Information Exchanges Training	Defense Institution Building Aviation Expertise
10 U.S. Code §9415, Inter-American Air Forces Academy	Inter-American Air Forces Academy	Education Training	Defense Institution Building Interoperability Aviation Expertise
10 U.S. Code §9626, Aircraft supplies and services: foreign military or other state aircraft	Aircraft Supplies and Services for Foreign Aircraft	Supplies	Interoperability Aviation Expertise
10 U.S. Code §9681, Surplus war material: Air Force sale to states and foreign governments	Sale of Surplus War Material	Equipment Supplies	Counterinsurgency Border Security Stabilization and Reconstruction Humanitarian Assistance Missile Defense Port Security Demining Cyber Counter Threat Finance Peacekeeping Health Disaster Relief Maritime Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Aviation Expertise Interoperability Defense Institution Building Intelligence, Surveillance, Reconnaissance

BPC Authorities Derived from U.S. Code, Title 22

Of the 39 BPC authorities listed in Table A.2, more than half relate directly to the transfer of military equipment and provision of training to foreign militaries. Another significant group relate to specific focus areas—such as peacekeeping operations, antiterrorism assistance, non-proliferation and export control assistance, reconstruction and stabilization, cooperative threat reduction, and combating HIV/AIDS. Still other authorities focus on specific regions, such as the former Soviet Union, Pakistan, Central America, and Eastern Europe. Unlike the case with Title 10 authorities, DoD must generally partner with other U.S. government agencies or departments when engaging in Title 22 activities. Moreover, some of the authorities listed are not usable by DoD directly, but the conduct of activities under these authorities is of great interest to DoD, and can directly enhance DoD’s BPC efforts. Examples include U.S. Code, Title 22, Section 2292, *Policy and General Authority* for USAID’s Transition Initiatives activities and U.S. Code, Title 22, Section 2349bb-1, *Nonproliferation and Export Control Assistance: Authorization of Assistance*, which is the basis for DoS Export Control and Related Border Security Program.

Table A.2
BPC Authorities Derived from Title 22

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2151, Congressional findings and declaration of policy	The Technical Cooperation Program	RDT&E Information Exchanges Defense/Military Contacts Experimentation	Research and Development
22 U.S. Code §2271, Central America Democracy, Peace, and Development Initiative	Field Studies Program for International Military and Civilian Students and Military-Sponsored Visitors	Education Training	Defense Institution Building

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2291(a), Authorization of appropriations	International Narcotics Control and Law Enforcement Program	Equipment Training	Aviation Expertise Border Security Counternarcotics Cyber Law Enforcement Stabilization and Reconstruction
22 U.S. Code §2292, Policy and general authority	Transition Initiatives	Construction Equipment Supplies	Stabilization and Reconstruction Demining Disaster Relief Health Humanitarian Assistance
22 U.S. Code §2295, Support for economic and democratic development of the independent states of the former Soviet Union	Field Studies Program for International Military and Civilian Students and Military-Sponsored Visitors	Education Training	Defense Institution Building
22 U.S. Code §2301, Congressional statement of policy	Participation in NATO Forums	Conferences, Workshops Information Exchanges Needs/Capability Assessments RDT&E	Interoperability Coalition Operations Research and Development
	Service Participation in Bilateral and Multilateral International Armaments Cooperation Forums	Needs/Capability Assessments RDT&E Information Exchanges Defense/Military Contacts Equipment Experimentation	Research and Development
	Service-Sponsored Exercises and Competitions	Needs/Capability Assessments RDT&E Information Exchanges Defense/Military Contacts Equipment Experimentation	Research and Development

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2302, Utilization of defense articles and defense services	Commander's Emergency Response Program	Construction Equipment Supplies	Counterinsurgency Disaster Relief Humanitarian Assistance Peacekeeping Stabilization and Reconstruction
22 U.S. Code §2318, Special authority	Drawdown Special Authority	Equipment Supplies Training	Counter WMD Counternarcotics Counterterrorism Disaster Relief Health Humanitarian Assistance Peacekeeping Stabilization and Reconstruction
22 U.S. Code §2321(h), Stockpiling of defense articles for foreign countries	War Reserve Stocks for Allies	Equipment Supplies	Stabilization and Reconstruction Humanitarian Assistance Missile Defense Health Peacekeeping Cyber Port Security Counter Threat Finance Counterinsurgency Maritime Security Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Aviation Expertise Interoperability Demining Intelligence, Surveillance, Reconnaissance

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2321(j), Grants and Sales	Excess Defense Articles	Equipment Supplies	Counter Threat Finance Humanitarian Assistance Missile Defense Port Security Health Demining Cyber Law Enforcement Stabilization and Reconstruction Counterinsurgency Intelligence, Surveillance, Reconnaissance Maritime Security Interoperability Border Security Disaster Relief Counter WMD Counternarcotics Counterterrorism Aviation Expertise Peacekeeping
	Proliferation Security Initiative	Training Education Equipment Supplies	Interoperability Counter WMD
22 U.S. Code §2346, Economic support fund authority	Proliferation Security Initiative	Training Education Equipment Supplies	Interoperability Counter WMD
22 U.S. Code §2347(c), Exchange training; reciprocity agreement	Aviation Leadership Program	Information Exchanges Training	Defense Institution Building Aviation Expertise
	Flight Training Exchanges	Personnel Exchanges Training	Aviation Expertise
	Professional Military Education Exchanges	Education Personnel Exchanges	Coalition Operations Interoperability Defense Institution Building

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2347, International military education and training: general authority	Inter-American Air Forces Academy	Education Training	Defense Institution Building Interoperability Aviation Expertise
	International Military Education and Training	Defense/Military Contacts Education Training	Intelligence, Surveillance, Reconnaissance Cyber Stabilization and Reconstruction Missile Defense Counterinsurgency Counter Threat Finance Counterterrorism Counternarcotics Counter WMD Aviation Expertise Defense Institution Building Peacekeeping
	Proliferation Security Initiative	Training Education Equipment Supplies	Interoperability Counter WMD
	22 U.S. Code §2348, Peacekeeping operations: general authorization	Africa Contingency Operations Training and Assistance	Training Conferences, Workshops Equipment Defense/Military Contacts
Global Peace Operations Initiative		Needs/Capability Assessments Provide Air/ Sealift Equipment Training	Border Security Stabilization and Reconstruction Peacekeeping Counterinsurgency Law Enforcement
22 U.S. Code §2349(bb)-(2a), International nonproliferation export control training		Export Control and Related Border Security Program	Conferences, Workshops Equipment Training Defense/Military Contacts

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2349aa-10, Antiterrorism assistance	Anti-Terrorism Assistance Program	Training Equipment	Law Enforcement Counterterrorism Border Security Counter WMD Port Security Counternarcotics
22 U.S. Code §2349bb-1, Nonproliferation and export control assistance: authorization of assistance	Export Control and Related Border Security Program	Conferences, Workshops Equipment Training Defense/Military Contacts	Border Security Counter WMD
	International Border Interdiction Training	Training Exercises	Counter WMD Border Security Counterterrorism
22 U.S. Code §2382, Coordination with foreign policy	Coalition Solidarity Funds	Equipment Supplies	Interoperability Coalition Operations Counterterrorism Counterinsurgency
	International Military Education and Training	Defense/Military Contacts Education Training	Intelligence, Surveillance, Reconnaissance Cyber Stabilization and Reconstruction Missile Defense Counterinsurgency Counter Threat Finance Counterterrorism Counternarcotics Counter WMD Aviation Expertise Defense Institution Building Peacekeeping
22 U.S. Code §2392, Government agencies	Coalition Support Funds	Defense/Military Contacts Equipment Supplies	Coalition Operations Interoperability Counterterrorism Counterinsurgency
22 U.S. Code §2394, Reports and information; definitions	Electronic Combat International Security Assistance Program	Equipment Supplies	Intelligence, Surveillance, Reconnaissance Counterterrorism Counterinsurgency Aviation Expertise

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2396, Availability of funds	Distinguished Visitors Orientation Tours and Orientation Tour Program	Education Training Defense/Military Contacts	Defense Institution Building
22 U.S. Code §2734, Reconstruction and stabilization	Security and Stabilization Assistance (Section 1207)	Education Equipment Supplies Training Conferences, Workshops	Stabilization and Reconstruction Defense Institution Building Counterinsurgency
22 U.S. Code §2751, Need for international defense cooperation and military export controls; Presidential waiver; report to Congress; arms sales policy	Field Studies Program for International Military and Civilian Students and Military-Sponsored Visitors	Education Training	Defense Institution Building
	Participation in NATO Forums	Conferences, Workshops Information Exchanges Needs/Capability Assessments RDT&E	Interoperability Coalition Operations Research and Development
	Service Participation in Bilateral and Multilateral International Armaments Cooperation Forums	Needs/Capability Assessments RDT&E Information Exchanges Defense/Military Contacts Equipment Experimentation	Research and Development

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2751, Need for international defense cooperation and military export controls; Presidential waiver; report to Congress; arms sales policy (cont.)	Service-Sponsored Exercises and Competitions	Exercises	Disaster Relief Cyber Aviation Expertise Stabilization and Reconstruction Peacekeeping Missile Defense Intelligence, Surveillance, Reconnaissance Health Counterinsurgency Counterterrorism Counternarcotics Counter WMD Coalition Operations Interoperability Humanitarian Assistance
	The Technical Cooperation Program	RDT&E Information Exchanges Defense/Military Contacts Experimentation	Research and Development
	War Reserve Stocks for Allies	Equipment Supplies	Stabilization and Reconstruction Humanitarian Assistance Missile Defense Health Peacekeeping Cyber Port Security Counter Threat Finance Counterinsurgency Maritime Security Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Aviation Expertise Interoperability Demining Intelligence, Surveillance, Reconnaissance

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2761, Sales from stocks	Direct Commercial Sales	Equipment Supplies Training	Disaster Relief Humanitarian Assistance Cyber Counter Threat Finance Counterinsurgency Demining Health Port Security Missile Defense Aviation Expertise Counternarcotics Interoperability Intelligence, Surveillance, Reconnaissance Border Security Law Enforcement Counter WMD Counterterrorism Stabilization and Reconstruction Peacekeeping
	Electronic Combat International Security Assistance Program	Equipment Supplies	Intelligence, Surveillance, Reconnaissance Counterterrorism Counterinsurgency Aviation Expertise

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2761, Sales from stocks (cont.)	Excess Defense Articles	Equipment Supplies	Counter Threat Finance Humanitarian Assistance Missile Defense Port Security Health Demining Cyber Law Enforcement Stabilization and Reconstruction Counterinsurgency Intelligence, Surveillance, Reconnaissance Maritime Security Interoperability Border Security Disaster Relief Counter WMD Counternarcotics Counterterrorism Aviation Expertise Peacekeeping
	Foreign Military Sales	Training Equipment Supplies	Cyber Peacekeeping Stabilization and Reconstruction Humanitarian Assistance Missile Defense Port Security Demining Intelligence, Surveillance, Reconnaissance Counterinsurgency Health Defense Institution Building Maritime Security Interoperability Aviation Expertise Counterterrorism Counternarcotics Counter WMD Law Enforcement Border Security Disaster Relief Counter Threat Finance

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2761, Sales from stocks (cont.)	Leases of Defense Equipment	Equipment RDT&E Supplies	Peacekeeping Counterinsurgency Aviation Expertise Cyber Demining Health Port Security Missile Defense Humanitarian Assistance Stabilization and Reconstruction Interoperability Coalition Operations Intelligence, Surveillance, Reconnaissance Counterterrorism Counternarcotics Counter WMD Law Enforcement Border Security Disaster Relief Maritime Security Counter Threat Finance
	Worldwide Warehouse Redistribution Services	Supplies Equipment	Aviation Expertise Counterterrorism Counternarcotics Law Enforcement Border Security Disaster Relief Intelligence, Surveillance, Reconnaissance Peacekeeping Stabilization and Reconstruction Humanitarian Assistance Missile Defense Demining Counterinsurgency Interoperability

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2762, Procurement for cash sales	Foreign Military Sales	Training Equipment Supplies	Cyber Peacekeeping Stabilization and Reconstruction Humanitarian Assistance Missile Defense Port Security Demining Intelligence, Surveillance, Reconnaissance Counterinsurgency Health Defense Institution Building Maritime Security Interoperability Aviation Expertise Counterterrorism Counter narcotics Counter WMD Law Enforcement Border Security Disaster Relief Counter Threat Finance
22 U.S. Code §2763, Credit sales	Electronic Combat International Security Assistance Program	Equipment Supplies	Intelligence, Surveillance, Reconnaissance Counterterrorism Counterinsurgency Aviation Expertise
	Proliferation Security Initiative	Training Education Equipment Supplies	Interoperability Counter WMD
22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries	Coalition Support Funds	Defense/Military Contacts Equipment Supplies	Coalition Operations Interoperability Counterterrorism Counterinsurgency
	Coalition Warfare Program	Defense/Military Contacts Equipment Experimentation RDT&E	Interoperability Coalition Operations

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries (cont.)	Cooperative RDT&E & Production	Defense/Military Contacts Training RDT&E Experimentation Equipment	Interoperability Research and Development Coalition Operations
	Deputy Assistant Secretary of the Army, Research and Technology/ Chief Scientist Forums	Conferences, Workshops	Research and Development
	Extended Training Services Support	Defense/Military Contacts Equipment Training	Stabilization and Reconstruction Counter Threat Finance Cyber Counterinsurgency Demining Health Port Security Aviation Expertise Humanitarian Assistance Intelligence, Surveillance, Reconnaissance Maritime Security Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Interoperability Missile Defense Peacekeeping
	Foreign Comparative Testing Program	Equipment Experimentation RDT&E Defense/Military Contacts	Interoperability Research and Development Defense Institution Building
International Engine Management Program	Defense/Military Contacts Equipment	Aviation Expertise	

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries (cont.)	International Military Education and Training	Defense/Military Contacts Education Training	Intelligence, Surveillance, Reconnaissance Cyber Stabilization and Reconstruction Missile Defense Counterinsurgency Counter Threat Finance Counterterrorism Counternarcotics Counter WMD Aviation Expertise Defense Institution Building Peacekeeping
	Technical Coordination Program	Information Exchanges Equipment RDT&E	Interoperability Research and Development Aviation Expertise
	U.S. Army Foreign Technology Assessment Support Program	Information Exchanges	Research and Development
	U.S. Army International Technology Centers	RDT&E	Research and Development Interoperability

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries (cont.)	U.S. Army Security Cooperation Training Teams	Information Exchanges	Stabilization and Reconstruction Counter Threat Finance Counterinsurgency Demining Coalition Operations Health Port Security Missile Defense Defense Institution Building Interoperability Peacekeeping Intelligence, Surveillance, Reconnaissance Maritime Security Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Humanitarian Assistance
	U.S. Army and U.S. Marine Corps Participation in the American, British, Canadian, Australian, and New Zealand Armies' Program	Personnel Exchanges Education	Counterterrorism Humanitarian Assistance Interoperability Stabilization and Reconstruction Peacekeeping Disaster Relief Coalition Operations Intelligence, Surveillance, Reconnaissance

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries (cont.)	U.S. Navy FMS Training Support	Defense/Military Contacts Needs/Capability Assessments Training Education Exercises RDT&E	Intelligence, Surveillance, Reconnaissance Aviation Expertise Counter Threat Finance Cyber Counterinsurgency Demining Health Humanitarian Assistance Maritime Security Disaster Relief Counter WMD Counternarcotics Counterterrorism Interoperability Port Security
22 U.S. Code §2769, Foreign military construction sales	Electronic Combat International Security Assistance Program	Equipment Supplies	Intelligence, Surveillance, Reconnaissance Counterterrorism Counterinsurgency Aviation Expertise
	Foreign Military Construction Sales	Construction	Counterinsurgency Stabilization and Reconstruction Cyber Aviation Expertise Demining Health Port Security Missile Defense Humanitarian Assistance Defense Institution Building Counter Threat Finance Counterterrorism Counternarcotics Counter WMD Border Security Disaster Relief Maritime Security Intelligence, Surveillance, Reconnaissance Law Enforcement Peacekeeping

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2769, Foreign military construction sales (cont.)	Foreign Military Sales	Training Equipment Supplies	Cyber Peacekeeping Stabilization and Reconstruction Humanitarian Assistance Missile Defense Port Security Demining Intelligence, Surveillance, Reconnaissance Counterinsurgency Health Defense Institution Building Maritime Security Interoperability Aviation Expertise Counterterrorism Counternarcotics Counter WMD Law Enforcement Border Security Disaster Relief Counter Threat Finance
22 U.S. Code §2770(a), Exchange of training and related support	Distinguished Visitors Orientation Tours and Orientation Tour Program	Education Training Defense/Military Contacts	Defense Institution Building

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2776, Reports and certifications to Congress on military exports	Direct Commercial Sales	Equipment Supplies Training	Disaster Relief Humanitarian Assistance Cyber Counter Threat Finance Counterinsurgency Demining Health Port Security Missile Defense Aviation Expertise Counternarcotics Interoperability Intelligence, Surveillance, Reconnaissance Border Security Law Enforcement Counter WMD Counterterrorism Stabilization and Reconstruction Peacekeeping
22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes	Coalition Support Funds	Defense/Military Contacts Equipment Supplies	Coalition Operations Interoperability Counterterrorism Counterinsurgency
	Coalition Warfare Program	Defense/Military Contacts Equipment Experimentation RDT&E	Interoperability Coalition Operations
	Cooperative RDT&E & Production	Defense/Military Contacts Training RDT&E Experimentation Equipment	Interoperability Research and Development Coalition Operations
	Deputy Assistant Secretary for Research and Technology/Chief Scientist Forums		Conferences, Workshops

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes (cont.)	Extended Training Services Support	Defense/Military Contacts Equipment Training	Stabilization and Reconstruction Counter Threat Finance Cyber Counterinsurgency Demining Health Port Security Aviation Expertise Humanitarian Assistance Intelligence, Surveillance, Reconnaissance Maritime Security Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Interoperability Missile Defense Peacekeeping
	Humanitarian Demining Research and Development Program	RDT&E	Research and Development Demining Humanitarian Assistance
	U.S. Army Foreign Technology Assessment Support Program	Information Exchanges	Research and Development
	U.S. Army International Technology Centers	RDT&E	Research and Development Interoperability

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes (cont.)	U.S. Army Security Cooperation Training Teams	Information Exchanges	Stabilization and Reconstruction Counter Threat Finance Counterinsurgency Demining Coalition Operations Health Port Security Missile Defense Defense Institution Building Interoperability Peacekeeping Intelligence, Surveillance, Reconnaissance Maritime Security Disaster Relief Border Security Law Enforcement Counter WMD Counternarcotics Counterterrorism Humanitarian Assistance
	U.S. Navy FMS Training Support	Defense/Military Contacts Needs/Capability Assessments Training Education Exercises RDT&E	Intelligence, Surveillance, Reconnaissance Aviation Expertise Counter Threat Finance Cyber Counterinsurgency Demining Health Humanitarian Assistance Maritime Security Disaster Relief Counter WMD Counternarcotics Counterterrorism Interoperability Port Security

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §2796, Leasing authority	Leases of Defense Equipment	Equipment RDT&E Supplies	Peacekeeping Counterinsurgency Aviation Expertise Cyber Demining Health Port Security Missile Defense Humanitarian Assistance Stabilization and Reconstruction Interoperability Coalition Operations Intelligence, Surveillance, Reconnaissance Counterterrorism Counternarcotics Counter WMD Law Enforcement Border Security Disaster Relief Maritime Security Counter Threat Finance
22 U.S. Code §5853, Nonproliferation and disarmament activities in independent states	Export Control and Related Border Security Program	Conferences, Workshops Equipment Training Defense/Military Contacts	Border Security Counter WMD
	International Border Interdiction Training	Training Exercises	Counter WMD Border Security Counterterrorism
22 U.S. Code §5854, Nonproliferation and disarmament fund	Export Control and Related Border Security Program	Conferences, Workshops Equipment Training Defense/Military Contacts	Border Security Counter WMD
	International Border Interdiction Training	Training Exercises	Counter WMD Border Security Counterterrorism
22 U.S. Code §5902, Authority for programs to facilitate demilitarization	Cooperative Threat Reduction Chemical Weapons Destruction	Construction Equipment Training	Counter WMD

Table A.2—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
22 U.S. Code §5952, Authority for programs to facilitate cooperative threat reduction	Cooperative Threat Reduction Biological Threat Reduction Project	Conferences, Workshops Equipment Personnel Exchanges RDT&E Training	Counter WMD
	Cooperative Threat Reduction Chemical Weapons Destruction	Construction Equipment Training	Counter WMD
	Cooperative Threat Reduction Defense and Military Contacts Program	Defense/Military Contacts	Counter WMD
	Cooperative Threat Reduction Weapons of Mass Destruction-Proliferation Prevention Initiative	Exercises Training Equipment	Border Security Counter WMD
22 U.S. Code §7611, Development of a comprehensive, five-year, global strategy	Defense HIV/AIDS Prevention Program in Support of the U.S. President's Emergency Plan for AIDS Relief	Defense/Military Contacts Supplies	Health
22 U.S. Code §7631, Assistance to combat HIV/AIDS	Defense HIV/AIDS Prevention Program in Support of the U.S. President's Emergency Plan for AIDS Relief	Defense/Military Contacts Supplies	Health
22 U.S. Code §8424, Pakistan counterinsurgency capability fund	Pakistan Counterinsurgency Capability Fund	Construction Equipment Supplies Training	Coalition Operations

BPC Authorities Derived from Other U.S. Code Titles and Executive Orders

Each of the authorities in this table focus on areas of interest to DoD, but like the Title 22 authorities, they are not generally available directly to DoD BPC managers. There are exceptions, however. The U.S. Army, for example, draws on U.S. Code, Title 42, §5195, *Emergency Preparedness*, for its Civil-Military Emergency Preparedness program, and the National Guard draws on Title 32 authority for its State Partnership Program, even when its members are activated under Title 10. Moreover, the two Executive Orders listed here, E.O. 12966, *Foreign Disaster Assistance* and E.O. 13388, *Further Strengthening the Sharing of Terrorism Information to Protect Americans*, are used directly by DoD.

Table A.3
BPC Authorities Derived from Other U.S. Code Titles and Executive Orders

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
6 U.S. Code §945, Container security initiative	Container Security Initiative	Education Training Equipment	Counter WMD Port Security Counterterrorism Border Security Maritime Security
32 U.S. Code §107, Availability of appropriations	State Partnership Program	Information Exchanges Training Exercises Conferences, Workshops Needs/Capability Assessments Defense/Military Contacts	Humanitarian Assistance Stabilization and Reconstruction Peacekeeping Intelligence, Surveillance, Reconnaissance Health Disaster Relief Demining Defense Institution Building Counterterrorism Counternarcotics Law Enforcement Counter WMD Coalition Operations Border Security Counterinsurgency

Table A.3—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
42 U.S. Code §5195, Emergency preparedness	Civil-Military Emergency Preparedness	Conferences, Workshops Training Defense/Military Contacts Needs/Capability Assessments Exercises	Counter WMD Stabilization and Reconstruction Humanitarian Assistance Coalition Operations Border Security Interoperability Defense Institution Building Disaster Relief
46 U.S. Code §70109, Notifying foreign authorities	Container Security Initiative	Education Training Equipment	Counter WMD Port Security Counterterrorism Border Security Maritime Security
50 U.S. Code §2353, Matters relating to the international materials protection, control, and accounting program of the Department of Energy	Material, Protection, Control, and Accountability	Construction Training Supplies Equipment Conferences, Workshops Needs/Capability Assessments Information Exchanges	Counter WMD
50 U.S. Code §2562(a), Initiative for proliferation prevention program	Program for Proliferation Prevention	RDT&E	Research and Development Counter WMD
50 U.S. Code §2569, Acceleration of removal or security of fissile materials, radiological materials, and related equipment at vulnerable sites worldwide	Global Threat Reduction Initiative	Provide Air/ Sealift Construction Equipment Supplies Training Needs/Capability Assessments	Counter WMD
50 U.S. Code §2911, Proliferation security initiative improvements and authorities	Proliferation Security Initiative	Training Education Equipment Supplies	Interoperability Counter WMD

Table A.3—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
50 U.S. Code §2912, Authority to provide assistance to cooperative countries	Proliferation Security Initiative	Training Education Equipment Supplies	Interoperability Counter WMD
Executive Order 12966, Foreign disaster assistance	Small Arms/Light Weapons Program	Needs/Capability Assessments Conferences, Workshops Information Exchanges Training	Stabilization and Reconstruction Border Security Counter WMD Counterterrorism Counterinsurgency Law Enforcement Peacekeeping
Executive Order 13388, Further strengthening the sharing of terrorism information to protect Americans	Terrorism Information Sharing	Information Exchanges	Counterterrorism Intelligence, Surveillance, Reconnaissance

BPC Authorities Derived from Public Laws

While the majority of BPC authorities are found in the U.S. Code, a number of important authorities are still found in their originating public laws (P.L.s). For the most part, this is because of the transient nature of the problem that led to the creation of the authority. For example, of the 63 separate public laws listed in Table A.4, nearly two-thirds (40, in all) are tied directly to the ongoing contingencies in Iraq, Afghanistan, and Pakistan. Another five support BPC for counternarcotics purposes in specific regions or countries, and similarly, another six support BPC for counter WMD purposes.

Interestingly, one of the authorities, P.L. 112-81 §1207, *Global Security Contingency Fund*, was developed in 2011 to address DoD concerns about the lack of authority to conduct BPC outside of the Title 22 construct for providing equipment and formal training. It is not, however, a pure DoD authority (like a Title 10 authority), and does require joint action with DoS. How this new authority will be used, and if (and where) it is incorporated into the U.S. Code, remains to be seen.

Table A.4
BPC Authorities Derived from Public Law

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 101-189 §3133, Authority to enter into cooperative research and development agreements	International Cooperative Research and Development Program	RDT&E Defense/Military Contacts Equipment Experimentation	Interoperability Research and Development
P.L. 102-228 §212, Authority for program to facilitate Soviet weapons destruction	Cooperative Threat Reduction Biological Threat Reduction Project	Conferences, Workshops Equipment Personnel Exchanges RDT&E Training	Counter WMD
	Cooperative Threat Reduction Chemical Weapons Destruction	Construction Equipment Training	Counter WMD
	Cooperative Threat Reduction Defense and Military Contacts Program	Defense/Military Contacts	Counter WMD
	Cooperative Threat Reduction Weapons of Mass Destruction-Proliferation Prevention Initiative	Exercises Training Equipment	Border Security Counter WMD
P.L. 102-484 §1082, Limitation on support for U.S. contractors selling arms overseas	Air and Trade Shows	Defense/Military Contacts Equipment Supplies	Aviation Expertise
P.L. 103-337 §1504(e), Use of funds for technology development	International Counterproliferation Program	Equipment Exercises Training Conferences, Workshops	Counter WMD Law Enforcement Border Security

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 104-201 §1501, Specification of Cooperative Threat Reduction programs	Cooperative Threat Reduction Biological Threat Reduction Project	Conferences, Workshops Equipment Personnel Exchanges RDT&E Training	Counter WMD
	Cooperative Threat Reduction Chemical Weapons Destruction	Construction Equipment Training	Counter WMD
	Cooperative Threat Reduction Defense and Military Contacts Program	Defense/Military Contacts	Counter WMD
	Cooperative Threat Reduction Weapons of Mass Destruction-Proliferation Prevention Initiative	Exercises Training Equipment	Border Security Counter WMD
	International Counterproliferation Program	Equipment Exercises Training Conferences, Workshops	Counter WMD Law Enforcement Border Security
P.L. 106-246 §139, Report on construction, security and operation of Forward Operating Locations (FOL) in Manta, Ecuador, Aruba, Curacao, and El Salvador	Andean Counterdrug Initiative	Equipment Supplies Training	Border Security Counternarcotics Intelligence, Surveillance, Reconnaissance Law Enforcement
P.L. 106-246 §3202, Regional strategy	Andean Counterdrug Initiative	Equipment Supplies Training	Border Security Counternarcotics Intelligence, Surveillance, Reconnaissance Law Enforcement

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 108-136 §1022(b), Authority for joint task forces to provide support to law enforcement agencies conducting counterterrorism activities: conditions	Joint Task Force Support to Law Enforcement Agencies Conducting Counterterrorism Activities	Supplies Training Information Exchanges Equipment	Counterterrorism Intelligence, Surveillance, Reconnaissance Counternarcotics Interoperability
	National Guard Counterdrug School Program (NGB Title 10 Program)	Education Training	Counternarcotics
P.L. 108-375 §1208, Reimbursement of certain coalition nations for support provided to United States military operations	Coalition Support Funds	Defense/Military Contacts Equipment Supplies	Coalition Operations Interoperability Counterterrorism Counterinsurgency
P.L. 108-375 §1211, Defense international counterproliferation programs	International Counterproliferation Program	Equipment Exercises Training Conferences, Workshops	Counter WMD Law Enforcement Border Security
P.L. 109-13 Chapter 2, military assistance funds: for military and other security assistance to coalition partners in Iraq and Afghanistan	Coalition Solidarity Funds	Equipment Supplies	Interoperability Coalition Operations Counterterrorism Counterinsurgency
P.L. 109-163 §1202, Commanders' Emergency Response Program	Commander's Emergency Response Program	Construction Equipment Supplies	Counterinsurgency Disaster Relief Humanitarian Assistance Peacekeeping Stabilization and Reconstruction
P.L. 109-163 §1207, Security and stabilization assistance	Security and Stabilization Assistance	Education Equipment Supplies Training Conferences, Workshops	Stabilization and Reconstruction Defense Institution Building Counterinsurgency

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 109-163 §1208, Reimbursement of certain coalition nations for support provided to United States military operations	Support to Special Operations to Combat Terrorism	Training	Counterterrorism
P.L. 109-347 §231, Pilot Integrated Scanning System	International Container Security Project	Equipment Experimentation RDT&E	Counter WMD Port Security
P.L. 109-364 §1021, Extension of authority of department of defense to provide additional support for counterdrug activities of other governmental agencies	Authority of DoD to Provide Additional Support for Counterdrug Activities of Other Governmental Agencies	Training Provide Air/ Sealift Construction Equipment Exercises Supplies	Law Enforcement Intelligence, Surveillance, Reconnaissance Border Security Counternarcotics
P.L. 109-364 §1201, Logistic support for allied forces participating in combined operations	Coalition Readiness Support Program	Equipment Supplies Training	Coalition Operations Counterterrorism Counterinsurgency
P.L. 109-364 §1202, Temporary authority to use acquisition and cross-servicing agreements to lend certain military equipment to foreign forces in Iraq and Afghanistan for personnel protection and survivability	Acquisition and Cross-Servicing Agreement—Enhanced	Equipment	Disaster Relief Peacekeeping Humanitarian Assistance Coalition Operations
P.L. 110-161 §607, Transfer of funds to provide supplies, services, transportation, including airlift and sealift, and other logistical support to coalition forces supporting military and stability operations in Iraq and Afghanistan	Coalition Readiness Support Program	Equipment Supplies Training	Coalition Operations Counterterrorism Counterinsurgency
	Coalition Support Funds	Defense/Military Contacts Equipment Supplies	Coalition Operations Interoperability Counterterrorism Counterinsurgency

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 110-181 §1202, Authority for support of military operations to combat terrorism	Support to Special Operations to Combat Terrorism	Training	Counterterrorism
P.L. 110-181 §1205, Reauthorization of Commanders' Emergency Response Program	Commander's Emergency Response Program	Construction Equipment Supplies	Counterinsurgency Disaster Relief Humanitarian Assistance Peacekeeping Stabilization and Reconstruction
P.L. 110-181 §1207, Authority to equip and train foreign personnel to assist in accounting for missing U.S. government personnel	Train and Equip to Assist Accounting for Missing U.S. Government Personnel	Equipment Supplies Training	Interoperability
P.L. 110-181 §1212, Repeal of limitations on military assistance under the American Servicemembers' Protection Act of 2002	International Military Education and Training	Defense/Military Contacts Education Training	Intelligence, Surveillance, Reconnaissance Cyber Stabilization and Reconstruction Missile Defense Counterinsurgency Counter Threat Finance Counterterrorism Counternarcotics Counter WMD Aviation Expertise Defense Institution Building Peacekeeping
P.L. 110-181 §1233, Reimbursement of certain coalition nations for support provided to United States military operations	Coalition Support Funds	Defense/Military Contacts Equipment Supplies	Coalition Operations Interoperability Counterterrorism Counterinsurgency

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 110-181 §1234, Logistical support for coalition forces supporting operations in Iraq and Afghanistan	Coalition Support Funds	Defense/Military Contacts Equipment Supplies	Coalition Operations Interoperability Counterterrorism Counterinsurgency
	Logistics Support, Supplies, and Services for Allied Forces Participating in Combined Operations (formerly known as “Global Lift & Sustain”)	Provide Air/ Sealift	Coalition Operations Counterinsurgency
P.L. 110-181 §1252, Extension and expansion of temporary authority to use acquisition and cross-servicing agreements to lend military equipment for personnel protection and survivability	Acquisition and Cross-Servicing Agreement—Enhanced	Equipment	Disaster Relief Peacekeeping Humanitarian Assistance Coalition Operations
P.L. 110-252 §9206, Transfer of funds to provide supplies, services, transportation, including airlift and sealift, and other logistical support to coalition forces supporting military and stability operations in Iraq and Afghanistan	Logistics Support, Supplies, and Services for Allied Forces Participating in Combined Operations (formerly known as “Global Lift & Sustain”)	Provide Air/ Sealift	Coalition Operations Counterinsurgency
P.L. 110-252 Title IX, Defense Matters: Afghanistan Security Forces Fund	Afghanistan Security Forces Fund	Construction Equipment Supplies Training	Counterinsurgency

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 110-252 Title IX, Defense Matters: For payments to reimburse key cooperating nations, for logistical, military, and other support provided to United States military operations	Coalition Support Funds	Defense/Military Contacts Equipment Supplies	Coalition Operations Interoperability Counterterrorism Counterinsurgency
P.L. 110-252 Title IX, Defense Matters: Iraq Security Forces Fund	Coalition Readiness Support Program	Equipment Supplies Training	Coalition Operations Counterterrorism Counterinsurgency
	Iraq Security Forces Fund	Construction Equipment Supplies Training	Counterinsurgency Interoperability Coalition Operations
P.L. 110-329 §8012, Transfer of funds for humanitarian and civic assistance costs	Humanitarian and Civic Assistance	Construction Equipment Supplies Needs/Capability Assessments	Disaster Relief Health Humanitarian Assistance Stabilization and Reconstruction
P.L. 110-417 §1201, Extension of authority to build the capacity of the Pakistan Frontier Corps	Building the Capacity of the Pakistan Frontier Corps	Equipment Supplies Training	Border Security Counterterrorism Counterinsurgency
P.L. 110-417 §1204, Extension of temporary authority to use acquisition and cross-servicing agreements to lend military equipment for personnel protection and survivability	Acquisition and Cross-Servicing Agreement—Enhanced	Equipment	Disaster Relief Peacekeeping Humanitarian Assistance Coalition Operations
P.L. 110-417 §1206, Modification and extension of authorities relating to program to build the capacity of foreign military forces	Global Train and Equip Program	Equipment Supplies Training	Coalition Operations Counterterrorism Counterinsurgency Maritime Security Stabilization and Reconstruction

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 110-417 §1207, Extension of authority and increased funding for security and stabilization assistance	Security and Stabilization Assistance	Education Equipment Supplies Training Conferences, Workshops	Stabilization and Reconstruction Defense Institution Building Counterinsurgency
P.L. 110-417 §1208, Extension and expansion of authority for support of special operations to combat terrorism	Support to Special Operations to Combat Terrorism	Training	Counterterrorism
P.L. 110-417 §1214, Commanders' Emergency Response Program	Commander's Emergency Response Program	Construction Equipment Supplies	Counterinsurgency Disaster Relief Humanitarian Assistance Peacekeeping Stabilization and Reconstruction
P.L. 110-417 §1301, Specification of cooperative threat reduction programs and funds	Cooperative Threat Reduction Biological Threat Reduction Project	Conferences, Workshops Equipment Personnel Exchanges RDT&E Training	Counter WMD
	Cooperative Threat Reduction Chemical Weapons Destruction	Construction Equipment Training	Counter WMD
	Cooperative Threat Reduction Defense and Military Contacts Program	Defense/Military Contacts	Counter WMD
	Cooperative Threat Reduction Weapons of Mass Destruction-Proliferation Prevention Initiative	Exercises Training Equipment	Border Security Counter WMD

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 110-417 §1302(b), Report on obligation or expenditure of funds for other purposes	Cooperative Threat Reduction Biological Threat Reduction Project	Conferences, Workshops Equipment Personnel Exchanges RDT&E Training	Counter WMD
	Cooperative Threat Reduction Chemical Weapons Destruction	Construction Equipment Training	Counter WMD
	Cooperative Threat Reduction Defense and Military Contacts Program	Defense/Military Contacts	Counter WMD
	Cooperative Threat Reduction Weapons of Mass Destruction-Proliferation Prevention Initiative	Exercises Training Equipment	Border Security Counter WMD
P.L. 110-417 §1505, Limitations on Iraq Security Forces Fund	Iraq Security Forces Fund	Construction Equipment Supplies Training	Counterinsurgency Interoperability Coalition Operations
P.L. 110-417 §1506, Limitations on Afghanistan Security Forces Fund	Afghanistan Security Forces Fund	Construction Equipment Supplies Training	Counterinsurgency
P.L. 111-084 §1012, Joint task forces support to law enforcement agencies conducting counterterrorism activities	Joint Task Force Support to Law Enforcement Agencies Conducting Counterterrorism Activities	Supplies Training Information Exchanges Equipment	Counterterrorism Intelligence, Surveillance, Reconnaissance Counter narcotics Interoperability
	National Guard Counterdrug School Program (NGB Title 10 Program)	Education Training	Counter narcotics
P.L. 111-084 §1014, Support for counter-drug activities of certain foreign governments	DoD Support for Counter-Drug Activities of Certain Foreign Governments	Training Supplies Equipment Information Exchanges	Counter narcotics Counterterrorism Intelligence, Surveillance, Reconnaissance

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 111-118 §8094, Asia Pacific Regional Initiative Program	Asia-Pacific Regional Initiative	Conferences, Workshops Defense/Military Contacts Exercises Information Exchanges Training	Defense Institution Building Interoperability Disaster Relief Humanitarian Assistance
P.L. 111-118 Title IX, Overseas Contingency Operations: Operations and Maintenance for payments to reimburse key cooperating nations for logistical, military, and other support, including access provided to United States military operations in support of Operation Iraqi Freedom and Operation Enduring Freedom	Coalition Readiness Support Program	Equipment Supplies Training	Coalition Operations Counterterrorism Counterinsurgency
P.L. 111-32 Title III, Department of Defense Operation and Maintenance, Defense-Wide: for payments to reimburse key cooperating nations, for logistical, military, and other support including access provided to United States military operations in support of Operation Iraqi Freedom and Operation Enduring Freedom	Coalition Readiness Support Program	Equipment Supplies Training	Coalition Operations Counterterrorism Counterinsurgency

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 111-32 Title III, Department of Defense Operation and Maintenance: Afghanistan Security Forces Fund	Afghanistan Security Forces Fund	Construction Equipment Supplies Training	Counterinsurgency
P.L. 111-32 Title III, Department of Defense Operation and Maintenance: Pakistan counterinsurgency fund	Pakistan Counterinsurgency Fund	Construction Equipment Supplies Training	Counterinsurgency Humanitarian Assistance
P.L. 111-32 Title XI, International security assistance: Pakistan counterinsurgency capability fund	Pakistan Counterinsurgency Capability Fund	Construction Equipment Supplies Training	Coalition Operations
P.L. 111-383 §1203, Expansion of temporary authority to use acquisition and cross-servicing agreements to lend certain military equipment to certain foreign forces for personnel protection and survivability	Acquisition and Cross-Servicing Agreement—Enhanced	Equipment	Disaster Relief Peacekeeping Humanitarian Assistance Coalition Operations
P.L. 111-383 §1205, Authority to build the capacity of Yemen Ministry of Interior counterterrorism forces	Global Train and Equip Yemen-Specific (Expired)	Training Supplies	Maritime Security Counterinsurgency Coalition Operations Stabilization and Reconstruction Border Security Counterterrorism Interoperability
P.L. 111-383 §1217, Authority to establish a program to develop and carry out infrastructure projects in Afghanistan	Afghanistan Infrastructure Program	Equipment	Stabilization and Reconstruction Humanitarian Assistance Counterinsurgency

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 111-383 §1218, Extension of logistical support for coalition forces supporting operations in Iraq and Afghanistan	Logistics Support, Supplies, and Services for Allied Forces Participating in Combined Operations (formerly known as "Global Lift & Sustain")	Provide Air/ Sealift	Coalition Operations Counterinsurgency
P.L. 111-383 §1234, Report on Department of Defense support for coalition operations	Lift & Sustain (Iraq & Afghanistan)	Supplies	Coalition Operations
P.L. 111-383 §352, Revision to authorities relating to transportation of civilian passengers and commercial cargoes by Department of Defense when space unavailable on commercial lines	Disaster Relief	Equipment	Disaster Relief
P.L. 111-84 §1011, Use of funds for unified counterdrug and counterterrorism campaign in Colombia	Use of Funds for Unified Counterdrug and Counterterrorism Campaign in Colombia (Plan Colombia)	Defense/Military Contacts Equipment Exercises Information Exchanges Supplies Training	Law Enforcement Intelligence, Surveillance, Reconnaissance Counternarcotics Border Security
P.L. 111-84 §1202, Expansion of authority and modification of notification and reporting requirements for use of authority for support of special operations to combat terrorism	Support to Special Operations to Combat Terrorism	Training	Counterterrorism

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 111-84 §3101, National Nuclear Security Administration	Interdiction of Materials and Radiation Academy	Education Training	Border Security Counter WMD
	International Nonproliferation Export Control Program	Education Training Equipment Conferences, Workshops Needs/Capability Assessments Personnel Exchanges	Counter WMD
	Material, Protection, Control, and Accountability	Construction Training Supplies Equipment Conferences, Workshops Needs/Capability Assessments Information Exchanges	Counter WMD
	Megaports	Construction Equipment Supplies Training	Counter WMD
	Second Line of Defense	Supplies Training Equipment Construction	Counter WMD
P.L. 112-10 Title IX Operations and Maintenance, Iraq Security Forces Fund	Iraq Security Forces Fund	Construction Equipment Supplies Training	Counterinsurgency Interoperability Coalition Operations
P.L. 112-81 §1201, Commanders' Emergency Response Program in Afghanistan	Commander's Emergency Response Program	Construction Equipment Supplies	Counterinsurgency Disaster Relief Humanitarian Assistance Peacekeeping Stabilization and Reconstruction

Table A.4—Continued

Authority	Implementing Program(s)	Types of Activities	Purpose/Mission Area
P.L. 112-81 §1202, Three-year extension of temporary authority to use acquisition and cross-servicing agreements to lend military equipment for personnel protection and survivability	Acquisition and Cross-Servicing Agreement—Enhanced	Equipment	Disaster Relief Peacekeeping Humanitarian Assistance Coalition Operations
P.L. 112-81 §1204, Modification and extension of authorities relating to program to build the capacity of foreign military forces	Global Train and Equip Program	Equipment Supplies Training	Coalition Operations Counterterrorism Counterinsurgency Maritime Security Stabilization and Reconstruction
P.L. 112-81 §1207, Global Security Contingency Fund	Global Security Contingency Fund	Supplies Training Equipment	Stabilization and Reconstruction Border Security Interoperability Coalition Operations Counterinsurgency Maritime Security Counterterrorism Peacekeeping
P.L. 112-81 §1211, Extension and modification of logistical support for coalition forces supporting operations in Iraq and Afghanistan	Lift & Sustain (Iraq & Afghanistan)	Supplies	Coalition Operations
P.L. 112-81 §1217, Authority to establish a program to develop and carry out infrastructure projects in Afghanistan	Afghanistan Infrastructure Program (AIP)	Equipment	Stabilization and Reconstruction Humanitarian Assistance Counterinsurgency

BPC Authorities by Program

Authorities, either alone or in combination with other authorities, enable DoD and other agencies to design and implement mechanisms to conduct BPC activities. These implementing mechanisms are typically referred to as programs, and they serve as a convenient way to organize authorities and resources to work toward specific objectives. While some BPC programs are based simply on a single, focused authority, many are the result of BPC planners drawing together various combinations of authorities and resources. The Regional Defense Combating Terrorism Fellowship Program, for example, is defined as such in U.S. Code, Title 10 §2249(c), *Regional Defense Combating Terrorism Fellowship Program: Authority to Use Appropriated Funds for Costs Associated with Education and Training of Foreign Officials*.

Other programs are not so neatly defined by Congress, or perhaps not defined at all, except by a combatant commander or a Service headquarters staff. An example of this is the Army's Deputy Assistant Secretary of the Army, Research and Technology/Chief Scientist Forums, which draws on U.S. Code, Title 10, §168, *Military-to-Military Contacts and Comparable Activities*; U.S. Code, Title 10, §2350(a), *Cooperative Research and Development Agreements: NATO Organizations; Allied and Friendly Foreign Countries*; and U.S. Code, Title 22, §2767, *Authority of President to Enter into Cooperative Projects with Friendly Foreign Countries*. In Table A.5, 165 programs are listed, each with the corresponding authorities on which it draws. Slightly more than half of the programs listed (84) draw on more than one authority.

Table A.5
BPC Implementing Programs and Their Associated Authorities

Implementing Program	Authority
Acquisition and Cross-Servicing Agreements	10 U.S. Code §2341, Authority to acquire logistic support, supplies, and services for elements of the armed forces deployed outside the United States
	10 U.S. Code §2342, Cross-servicing agreements
	10 U.S. Code §2344, Methods of payment for acquisitions and transfers by the United States

Table A.5—Continued

Implementing Program	Authority
ACSA-Enhanced (Section 1202)	P.L. 109-364 §1202, Temporary authority to use acquisition and cross-servicing agreements to lend certain military equipment to foreign forces in Iraq and Afghanistan for personnel protection and survivability
	P.L. 110-181 §1252, Extension and expansion of temporary authority to use acquisition and cross-servicing agreements to lend military equipment for personnel protection and survivability
	P.L. 110-417 §1204, Extension of temporary authority to use acquisition and cross-servicing agreements to lend military equipment for personnel protection and survivability
	P.L. 111-383 §1203, Expansion of temporary authority to use acquisition and cross-servicing agreements to lend certain military equipment to certain foreign forces for personnel protection and survivability
	P.L. 112-81 §1202, Three-year extension of temporary authority to use acquisition and cross-servicing agreements to lend military equipment for personnel protection and survivability
Afghanistan Infrastructure Program	P.L. 111-383 §1217, Authority to establish a program to develop and carry out infrastructure projects in Afghanistan
	P.L. 112-81 §1217, Authority to establish a program to develop and carry out infrastructure projects in Afghanistan
Afghanistan Security Forces Fund	P.L. 110-252 Title IX, Defense Matters: Afghanistan Security Forces Fund
	P.L. 110-417 §1506, Limitations on Afghanistan Security Forces Fund
	P.L. 111-32 Title III, Department of Defense Operation and Maintenance: Afghanistan Security Forces Fund
Africa Contingency Operations Training and Assistance	22 U.S. Code §2348, Peacekeeping Operations: General authorization
African Cooperation	10 U.S. Code §1050(a), African cooperation: payment of personnel expenses

Table A.5—Continued

Implementing Program	Authority
African Partnership Station	<p>10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses</p> <p>10 U.S. Code §166, Combatant commands: budget proposals</p> <p>10 U.S. Code §2010, Participation of developing countries in combined exercises: payment of incremental expenses</p>
Air and Maritime Sector Development (AFRICOM)	<p>10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses</p> <p>10 U.S. Code §2010, Participation of developing countries in combined exercises: payment of incremental expenses</p>
Air and Trade Shows	<p>10 U.S. Code §2539(b), Availability of samples, drawings, information, equipment, materials, and certain services</p> <p>10 U.S. Code §2667, Leases: non-excess property of military departments and Defense Agencies</p> <p>P.L. 102-484 §1082, Limitation on Support for United States Contractors Selling Arms Overseas</p>
Aircraft supplies and services for foreign aircraft	<p>10 U.S. Code §9626, Aircraft supplies and services: foreign military or other state aircraft</p>
Andean Counterdrug Initiative	<p>P.L. 106-246 §139, Report on construction, security, and operation of Forward Operating Locations (FOL) in Manta, Ecuador, Aruba, Curacao, and El Salvador</p> <p>P.L. 106-246 §3202, Regional Strategy</p>
Anti-Terrorism Assistance Program	<p>22 U.S. Code §2349aa-10, Antiterrorism assistance</p>
Army-to-Army Staff Talks	<p>10 U.S. Code §168, Military-to-military contacts and comparable activities</p>
Asia-Pacific Regional Initiative	<p>P.L. 111-118 §8094, Asia Pacific Regional Initiative Program</p>
Authority for Assignment of Civilian Employees of the Department of Defense as Advisors to Foreign Ministries of Defense	<p>10 U.S. Code §168, Military-to-military contacts and comparable activities</p>

Table A.5—Continued

Implementing Program	Authority
Authority of DoD to Provide Additional Support for Counterdrug Activities of Other Governmental Agencies (Section 1004)	P.L. 109-364 §1021, Extension of authority of DoD to provide additional support for counterdrug activities of other governmental agencies
Aviation Leadership Program	10 U.S. Code §9381, Establishment of program 22 U.S. Code §2347(c), Exchange Training; reciprocity agreement
Building the Capacity of the Pakistan Frontier Corps	P.L. 110-417 §1201, Extension of authority to build the capacity of the Pakistan Frontier Corps
Center for Army Lessons Learned—International Engagements	10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses 10 U.S. Code §168, Military-to-military contacts and comparable activities
Center of Excellence in Disaster Management and Humanitarian Assistance	10 U.S. Code §182, Center of Excellence in Disaster Management and Humanitarian Assistance
Chairman of the Joint Chiefs of Staff’s Exercise Program	10 U.S. Code §153, Chairman: functions 10 U.S. Code §166(a), Combatant Commands: Funding Through the Chairman of Joint Chiefs of Staff 10 U.S. Code §193, Combat Support Agencies: Oversight
Civil-Military Emergency Preparedness	10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses 10 U.S. Code §113, Secretary of Defense 10 U.S. Code §168, Military-to-military contacts and comparable activities 10 U.S. Code §2010, Participation of developing countries in combined exercises: payment of incremental expenses 42 U.S. Code §5195, Emergency preparedness
Coalition Readiness Support Program	10 U.S. Code §127(c), Purchase of weapons overseas: force protection P.L. 109-364 §1201, Logistic support for allied forces participating in combined Operations

Table A.5—Continued

Implementing Program	Authority
Coalition Readiness Support Program (cont.)	<p>P.L. 110-161 §607, Transfer of Funds to provide supplies, services, transportation, including airlift and sealift, and other logistical support to coalition forces supporting military and stability operations in Iraq and Afghanistan</p> <p>P.L. 110-252 Title IX, Defense Matters: Iraq Security Forces Fund</p> <p>P.L. 111-118 Title IX, Overseas Contingency Operations: Operations and Maintenance for payments to reimburse key cooperating nations for logistical, military, and other support, including access provided to United States military operations in support of Operation Iraqi Freedom and Operation Enduring Freedom</p> <p>P.L. 111-32 Title III, Department of Defense Operation and Maintenance, Defense-Wide: for payments to reimburse key cooperating nations, for logistical, military, and other support including access provided to United States military operations in support of Operation Iraqi Freedom and Operation Enduring Freedom</p>
Coalition Solidarity Funds	<p>22 U.S. Code §2382, Coordination with Foreign Policy</p> <p>P.L. 109-13 Chapter 2 Military Assistance Funds: for military and other security assistance to coalition partners in Iraq and Afghanistan</p>
Coalition Support Funds	<p>22 U.S. Code §2392, Government Agencies</p> <p>22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes</p> <p>P.L. 108-375 §1208, Reimbursement of certain coalition nations for support provided to United States military operations</p>

Table A.5—Continued

Implementing Program	Authority
Coalition Support Funds (cont.)	<p>P.L. 110-161 §607, Transfer of Funds to provide supplies, services, transportation, including airlift and sealift, and other logistical support to coalition forces supporting military and stability operations in Iraq and Afghanistan</p> <p>P.L. 110-181 §1233, Reimbursement of certain coalition nations for support provided to United States military operations</p> <p>P.L. 110-181 §1234, Logistical support for coalition forces supporting operations in Iraq and Afghanistan</p> <p>P.L. 110-252 Title IX, Defense Matters: For payments to reimburse key cooperating nations, for logistical, military, and other support provided to United States military operations</p>
Coalition Warfare Program	<p>10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries</p> <p>10 U.S. Code §2350(l), Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations</p> <p>10 U.S. Code §2358, Research and development projects</p> <p>10 U.S. Code §2531, Defense memoranda of understanding and related agreements</p> <p>22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes</p>
Combatant Commander Initiative Fund	<p>10 U.S. Code §166(a), Combatant Commands: Funding Through the Chairman of Joint Chiefs of Staff</p>
Commander’s Emergency Response Program	<p>22 U.S. Code §2302, Utilization of defense articles and defense services</p> <p>P.L. 109-163 §1202, Commanders’ Emergency Response Program</p>

Table A.5—Continued

Implementing Program	Authority
Commander's Emergency Response Program (cont.)	P.L. 110-181 §1205, Reauthorization of Commanders' Emergency Response Program P.L. 110-417 §1214, Commanders' Emergency Response Program P.L. 112-81 §1201, Commanders' Emergency Response Program in Afghanistan
Container Security Initiative	6 U.S. Code §945, Container Security Initiative 46 U.S. Code §70109, Notifying foreign authorities
Cooperative Military Airlift Agreements	10 U.S. Code §2350(c), Cooperative military airlift agreements: allied countries
Cooperative Research, Development, Testing, Evaluation & Production	10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries 10 U.S. Code §2350(l), Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations 10 U.S. Code §2358, Research and development projects 10 U.S. Code §2531, Defense memoranda of understanding and related agreements 22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries 22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes
Cooperative Threat Reduction Biological Threat Reduction Project	22 U.S. Code §5952, Authority for programs to facilitate cooperative threat reduction P.L. 102-228 §212, Authority for Program to Facilitate Soviet Weapons Destruction P.L. 104-201 §1501, Specification of Cooperative Threat Reduction programs P.L. 110-417 §1301, Specification of Cooperative Threat Reduction programs and funds

Table A.5—Continued

Implementing Program	Authority
Cooperative Threat Reduction Biological Threat Reduction Project (cont.)	P.L. 110-417 §1302(b), Report on Obligation or Expenditure of Funds for Other Purposes
Cooperative Threat Reduction Chemical Weapons Destruction	<p>22 U.S. Code §5902, Authority for programs to facilitate demilitarization</p> <p>22 U.S. Code §5952, Authority for programs to facilitate cooperative threat reduction</p> <p>P.L. 102-228 §212, Authority for Program to Facilitate Soviet Weapons Destruction</p> <p>P.L. 104-201 §1501, Specification of Cooperative Threat Reduction programs</p> <p>P.L. 110-417 §1301, Specification of Cooperative Threat Reduction programs and funds</p> <p>P.L. 110-417 §1302(b), Report on Obligation or Expenditure of Funds for Other Purposes</p>
Cooperative Threat Reduction Defense and Military Contacts Program	<p>22 U.S. Code §5952, Authority for programs to facilitate cooperative threat reduction</p> <p>P.L. 102-228 §212, Authority for Program to Facilitate Soviet Weapons Destruction</p> <p>P.L. 104-201 §1501, Specification of Cooperative Threat Reduction programs</p> <p>P.L. 110-417 §1301, Specification of Cooperative Threat Reduction programs and funds</p> <p>P.L. 110-417 §1302(b), Report on Obligation or Expenditure of Funds for Other Purposes</p>
Cooperative Threat Reduction Weapons of Mass Destruction-Proliferation Prevention Initiative	<p>22 U.S. Code §5952, Authority for programs to facilitate cooperative threat reduction</p> <p>P.L. 102-228 §212, Authority for Program to Facilitate Soviet Weapons Destruction</p> <p>P.L. 104-201 §1501, Specification of Cooperative Threat Reduction programs</p> <p>P.L. 110-417 §1301, Specification of Cooperative Threat Reduction programs and funds</p> <p>P.L. 110-417 §1302(b), Report on Obligation or Expenditure of Funds for Other Purposes</p>

Table A.5—Continued

Implementing Program	Authority
Deputy Assistant Secretary for Research and Technology/Chief Scientist Forums	10 U.S. Code §168, Military-to-military contacts and comparable activities 10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries 22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries 22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes
Defense HIV/AIDS Prevention Program in support of the U.S. President's Emergency Plan for AIDS Relief	22 U.S. Code §7611, Development of a comprehensive, five-year, global strategy 22 U.S. Code §7631, Assistance to combat HIV/AIDS
Defense Institution Reform Initiative	10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses 10 U.S. Code §2010, Participation of developing countries in combined exercises: payment of incremental expenses
Defense Personnel Exchange Program	10 U.S. Code §168, Military-to-military contacts and comparable activities
Defense Research, Development, Test and Evaluation (RDT&E) Information Exchange Program	10 U.S. Code §2358, Research and development projects 10 U.S. Code §2531, Defense memoranda of understanding and related agreements
Defense Resource Management Study Program	10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses 10 U.S. Code §168, Military-to-military contacts and comparable activities
Developing Country Combined Exercise Program	10 U.S. Code §2010, Participation of developing countries in combined exercises: payment of incremental expenses
Direct Commercial Sales	22 U.S. Code §2761, Sales from stocks 22 U.S. Code §2776, Reports and certifications to Congress on military exports

Table A.5—Continued

Implementing Program	Authority
Disaster Relief	<p>10 U.S. Code §2561, Humanitarian Assistance</p> <p>10 U.S. Code §404, Foreign Disaster Assistance</p> <p>P.L. 111-383 §352, Revision to authorities relating to transportation of civilian passengers and commercial cargoes by Department of Defense when space unavailable on commercial lines</p>
Disposals of Naval Vessels to Foreign Nations	10 U.S. Code §7307, Disposals of Naval Vessels to foreign nations
Distinguished Visitors Orientation Tours and Orientation Tour Program	<p>22 U.S. Code §2396, Availability of funds</p> <p>22 U.S. Code §2770(a), Exchange of training and related support</p>
Distribution to Certain Foreign Personnel of Education and Training Materials and Information Technology to Enhance Military Interoperability with the Armed Forces	10 U.S. Code §2249(d), Distribution to certain foreign personnel of education and training materials and information technology to enhance military interoperability with the armed forces
DoD Senior Military College International Student Program	10 U.S. Code §2111(b), Senior military colleges
DoD Support for Counterdrug Activities of Certain Foreign Governments (Section 1033)	P.L. 111-084 §1014, Support for counterdrug activities of certain foreign governments
Drawdown Special Authority	22 U.S. Code §2318, Special authority
Education and Training in Information Security	<p>10 U.S. Code §1051(c), Multilateral, bilateral, or regional cooperation programs: assignments to improve Education and Training in information security</p> <p>10 U.S. Code §2350(d), Cooperative logistic support agreements: NATO countries</p>
Electronic Combat International Security Assistance Program	<p>10 U.S. Code §2531, Defense memoranda of understanding and related agreements</p> <p>22 U.S. Code §2394, Reports and information; definitions</p> <p>22 U.S. Code §2761, Sales from stocks</p> <p>22 U.S. Code §2763, Credit sales</p> <p>22 U.S. Code §2769, Foreign military construction sales</p>

Table A.5—Continued

Implementing Program	Authority
Engineer and Scientist Exchange Program	10 U.S. Code §168, Military-to-military contacts and comparable activities
Excess Defense Articles	22 U.S. Code §2321(j), Grants and sales 22 U.S. Code §2761, Sales from stocks
Exchange of mapping, charting, and geodetic data	10 U.S. Code §2531, Defense memoranda of understanding and related agreements 10 U.S. Code §454, Exchange of mapping, charting, and geodetic data with foreign countries, international organizations, nongovernmental organizations, and academic institutions
Exercise Related Construction	10 U.S. Code §2805, Unspecified minor construction
Export Control and Related Border Security Program	22 U.S. Code §2349(bb)-(2a), International nonproliferation export control training 22 U.S. Code §2349bb-1, Nonproliferation and Export Control Assistance: Authorization of Assistance 22 U.S. Code §5853, Nonproliferation and disarmament activities in independent states 22 U.S. Code §5854, Nonproliferation and disarmament fund
Extended Training Services Support	10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries 10 U.S. Code §2350(l), Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations 22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries 22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes

Table A.5—Continued

Implementing Program	Authority
Field Studies Program for International Military and Civilian Students and Military-Sponsored Visitors	22 U.S. Code §2271, Central America Democracy, Peace, and Development Initiative
	22 U.S. Code §2295, Support for Economic and Democratic Development of the Independent States of the Former Soviet Union
	22 U.S. Code §2751, Need for international defense cooperation and military export controls; Presidential waiver; report to Congress; arms sales policy
Flight Training Exchanges	22 U.S. Code §2347(c), Exchange Training; reciprocity agreement
Foreign Comparative Testing Program	10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries
	10 U.S. Code §2350(l), Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations
	10 U.S. Code §2360, Research and development laboratories: contracts for services of university students
	10 U.S. Code §2531, Defense memoranda of understanding and related agreements
	22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries
Foreign Military Construction Sales	22 U.S. Code §2769, Foreign military construction sales
Foreign Military Sales	22 U.S. Code §2761, Sales from stocks
	22 U.S. Code §2762, Procurement for cash sales
	22 U.S. Code §2769, Foreign military construction sales
Foreign naval vessels and aircraft: Supplies and services	10 U.S. Code §7227, Foreign naval vessels and aircraft: Supplies and services
Foreign officers admission to Naval Postgraduate School	10 U.S. Code §7046, Officers of foreign countries: admission to Naval Postgraduate School

Table A.5—Continued

Implementing Program	Authority
Foreign Participation in the Senior Reserve Officers' Training Corps	10 U.S. Code §2103, Eligibility for membership Senior Reserve Officers' Training Corps
Foreign Participation in the Uniformed Services University of the Health Sciences	10 U.S. Code §2114, Uniformed Services University of the Health Sciences Students: selection; status; obligation
Foreign Service Academy Semester Abroad Exchanges	10 U.S. Code §4345, Military Academy exchange program with foreign military academies
	10 U.S. Code §6957(a), Naval Academy exchange program with foreign military academies
	10 U.S. Code §9344, Selection of persons from foreign countries, Air Force Academy
Foreign Students Attendance at the Service Academies	10 U.S. Code §4344, Foreign cadets attending the Military Academy
	10 U.S. Code §6957, Foreign midshipmen attending the Naval Academy
	10 U.S. Code §9344, Selection of persons from foreign countries, Air Force Academy
Funds for foreign cryptologic support	10 U.S. Code §421, Funds for foreign cryptologic support
Global Peace Operations Initiative	22 U.S. Code §2348, Peacekeeping Operations: General authorization
Global Research Watch Program	10 U.S. Code §2365, Global Research Watch Program
Global Security Contingency Fund	P.L. 112-81 §1207, Global Security Contingency Fund
Global Threat Reduction Initiative	50 U.S. Code §2569, Acceleration of removal or security of fissile materials, radiological materials, and related Equipment at vulnerable sites worldwide
Global Train and Equip Program (Section 1206)	P.L. 110-417 §1206, Modification and extension of authorities relating to program to build the capacity of foreign military forces
	P.L. 112-81 §1204, Modification and extension of authorities relating to program to build the capacity of foreign military forces

Table A.5—Continued

Implementing Program	Authority
Global Train and Equip Yemen-Specific (Expired)	P.L. 111-383 §1205, Authority to build the capacity of Yemen Ministry of Interior Counter Terrorism Forces
Humanitarian and Civic Assistance	10 U.S. Code §401, Humanitarian and Civic Assistance (HCA) provided in conjunction with military operations P.L. 110-329 §8012, Transfer of funds for humanitarian and civic assistance costs
Humanitarian Assistance	10 U.S. Code §2561, Humanitarian Assistance
Humanitarian Assistance Excess Property Program	10 U.S. Code §2557, Excess nonlethal supplies: availability for homeless veteran initiatives and humanitarian relief
Humanitarian Assistance Space Available Transportation	10 U.S. Code §402, Transportation of humanitarian relief supplies to foreign countries
Humanitarian Daily Rations	10 U.S. Code §2561, Humanitarian Assistance
Humanitarian Demining Research and Development Program	10 U.S. Code §407, Humanitarian demining assistance: authority; limitations 22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes
Humanitarian Mine Action Program	10 U.S. Code §401, Humanitarian and Civic Assistance (HCA) provided in conjunction with military operations 10 U.S. Code §407, Humanitarian demining assistance: authority; limitations
Imagery Intelligence and Geospatial Information	10 U.S. Code §443, Imagery intelligence and geospatial information: support for foreign countries
Inter-American Air Forces Academy	10 U.S. Code §9415, Inter-American Air Forces Academy 22 U.S. Code §2347, International Military Education and Training: General authority
Interdiction of Materials and Radiation Academy	P.L. 111-84 §3101, National Nuclear Security Administration

Table A.5—Continued

Implementing Program	Authority
International Border Interdiction Training	22 U.S. Code §2349bb-1, Nonproliferation and Export Control Assistance: Authorization of Assistance 22 U.S. Code §5853, Nonproliferation and disarmament activities in independent states 22 U.S. Code §5854, Nonproliferation and disarmament fund
International Container Security Project	P.L. 109-347 §231, Pilot Integrated Scanning System
International Cooperative Research and Development Program	10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries 10 U.S. Code §2531, Defense memoranda of understanding and related agreements P.L. 101-189 §3133, Authority to enter into cooperative research and development agreements
International Counterproliferation Program	P.L. 103-337 §1504(e), Use of funds for technology development P.L. 104-201 §1501, Specification of Cooperative Threat Reduction programs P.L. 108-375 §1211, Defense International Counterproliferation Programs
International Engine Management Program	10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries 10 U.S. Code §2350(l), Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations 10 U.S. Code §2531, Defense memoranda of understanding and related agreements 22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries

Table A.5—Continued

Implementing Program	Authority
International Military Education and Training	22 U.S. Code §2347, International Military Education and Training: General authority 22 U.S. Code §2382, Coordination with Foreign Policy 22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries P.L. 110-181 §1212, Repeal of limitations on military assistance under the American Servicemembers' Protection Act of 2002
International Narcotics Control and Law Enforcement Program	22 U.S. Code §2291(a), Authorization of appropriations
International Nonproliferation Export Control Program	P.L. 111-84 §3101, National Nuclear Security Administration
Iraq Security Forces Fund	P.L. 110-252 Title IX, Defense Matters: Iraq Security Forces Fund P.L. 110-417 §1505, Limitations on Iraq Security Forces Fund P.L. 112-10 Title IX Operations and Maintenance, Iraq Security Forces Fund
Joint Combined Exchange Training Program	10 U.S. Code §2011, Special operations forces: Training with friendly foreign forces
Joint Contact Team Program	10 U.S. Code §168, Military-to-military contacts and comparable activities
Joint Task Force Support to Law Enforcement Agencies Conducting Counterterrorism Activities	P.L. 108-136 §1022(b), Authority for Joint Task Forces to Provide Support to Law Enforcement Agencies Conducting Counterterrorism Activities: Conditions P.L. 111-084 §1012, Joint task forces support to law enforcement agencies conducting counterterrorism activities
Latin American Cooperation	10 U.S. Code §1050, Latin American cooperation: payment of personnel expenses
Leases of Defense Equipment	22 U.S. Code §2761, Sales from stocks 22 U.S. Code §2796, Leasing authority
Liaison Officers of Certain Foreign Nations	10 U.S. Code §1051(a), Liaison officers of certain foreign nations; administrative services and support; travel, subsistence, medical care, and other personal expenses

Table A.5—Continued

Implementing Program	Authority
Lift & Sustain (Iraq & Afghanistan)	<p>10 U.S. Code §127(d), Allied forces participating in combined operations: authority to provide logistic support, supplies, and services</p> <p>P.L. 111-383 §1234, Report on Department of Defense support for coalition operations</p> <p>P.L. 112-81 §1211, Extension and modification of logistical support for coalition forces supporting operations in Iraq and Afghanistan</p>
Logistics Support, Supplies, and Services for Allied Forces Participating in Combined Operations (formerly known as “Global Lift & Sustain”)	<p>10 U.S. Code §127(d), Allied forces participating in combined operations: authority to provide logistic support, supplies, and services</p> <p>P.L. 110-181 §1234, Logistical support for coalition forces supporting operations in Iraq and Afghanistan</p> <p>P.L. 110-252 §9206, Transfer of Funds to provide supplies, services, transportation, including airlift and sealift, and other logistical support to coalition forces supporting military and stability operations in Iraq and Afghanistan</p> <p>P.L. 111-383 §1218, Extension of logistical support for coalition forces supporting operations in Iraq and Afghanistan</p>
Material, Protection, Control, and Accountability	<p>50 U.S. Code §2353, Matters relating to the international materials protection, control, and accounting program of the Department of Energy</p> <p>P.L. 111-84 §3101, National Nuclear Security Administration</p>
Megaports	<p>P.L. 111-84 §3101, National Nuclear Security Administration</p>
Multinational Military Centers of Excellence	<p>10 U.S. Code §2350(m), Participation in multinational military centers of excellence</p>
National Guard Counterdrug School Program (NGB Title 10 Program)	<p>P.L. 108-136 §1022(b), Authority for Joint Task Forces to Provide Support to Law Enforcement Agencies Conducting Counterterrorism Activities: Conditions</p> <p>P.L. 111-084 §1012, Joint task forces support to law enforcement agencies conducting counterterrorism activities</p>

Table A.5—Continued

Implementing Program	Authority
Non-Reciprocal Exchanges of Defense Personnel between the United States and Foreign Countries	10 U.S. Code §168, Military-to-military contacts and comparable activities
Operator Engagement Talks (formerly "Ops-Ops Talks")	10 U.S. Code §168, Military-to-military contacts and comparable activities
Pakistan Counterinsurgency Capability Fund	22 U.S. Code §8424, Pakistan Counterinsurgency Capability Fund P.L. 111-32 Title XI, International Security Assistance: Pakistan Counterinsurgency Capability Fund
Pakistan Counterinsurgency Fund	P.L. 111-32 Title III, Department of Defense Operation and Maintenance: Pakistan Counterinsurgency Fund
Participation in NATO Forums	10 U.S. Code §2531, Defense memoranda of understanding and related agreements 22 U.S. Code §2301, Congressional statement of policy 22 U.S. Code §2751, Need for international defense cooperation and military export controls; Presidential waiver; report to Congress; arms sales policy
Participation of NATO Naval Personnel in Submarine Safety Programs	10 U.S. Code §7234, Submarine safety programs: participation of NATO naval personnel
Procurement of Communications Support and Related Supplies and Services	10 U.S. Code §2350(f), Procurement of communications support and related supplies and services
Professional Military Education Exchanges	22 U.S. Code §2347(c), Exchange Training; reciprocity agreement
Program for Proliferation Prevention	50 U.S. Code §2562(a), Initiative for Proliferation Prevention program
Proliferation Security Initiative	22 U.S. Code §2321(j), Grants and sales 22 U.S. Code §2346, Economic Support Fund Authority 22 U.S. Code §2347, International Military Education and Training: General authority 22 U.S. Code §2763, Credit sales 50 U.S. Code §2911, Proliferation Security Initiative improvements and authorities 50 U.S. Code §2912, Authority to provide assistance to cooperative countries

Table A.5—Continued

Implementing Program	Authority
Regional Centers for Security Studies	10 U.S. Code §113, Secretary of Defense 10 U.S. Code §184, Regional Centers for Security Studies
Regional Defense Counterterrorism Fellowship Program	10 U.S. Code §2249(c), Regional Defense Combating Terrorism Fellowship Program: authority to use appropriated funds for costs associated with Education and Training of foreign officials
Reserve Officer Foreign Exchange Program	10 U.S. Code §168, Military-to-military contacts and comparable activities
Sale of Surplus War Material	10 U.S. Code §4681, Surplus war material: Army sale to states and foreign governments 10 U.S. Code §9681, Surplus war material: Air Force sale to states and foreign governments
Second Line of Defense	P.L. 111-84 §3101, National Nuclear Security Administration
Security and Stabilization Assistance (Section 1207)	22 U.S. Code §2734, Reconstruction and Stabilization P.L. 109-163 §1207, Security and stabilization assistance P.L. 110-417 §1207, Extension of authority and increased funding for security and stabilization assistance
Senior National Representative (Army) Meetings	10 U.S. Code §168, Military-to-military contacts and comparable activities
Service Academy Foreign and Cultural Exchange Activities	10 U.S. Code §4345(a), Military Academy Foreign and cultural exchange activities 10 U.S. Code §6957(b), Naval Academy Foreign and cultural exchange activities 10 U.S. Code §9345(a), Foreign and cultural exchange activities
Service Chief Counterpart Visit Program	10 U.S. Code §168, Military-to-military contacts and comparable activities

Table A.5—Continued

Implementing Program	Authority
Service Participation in Bilateral and Multilateral International Armaments Cooperation Forums	<p>10 U.S. Code §2531, Defense memoranda of understanding and related agreements</p> <p>22 U.S. Code §2301, Congressional statement of policy</p> <p>22 U.S. Code §2751, Need for international defense cooperation and military export controls; Presidential waiver; report to Congress; arms sales policy</p>
Service-Sponsored Exercises and Competitions	<p>22 U.S. Code §2301, Congressional statement of policy</p> <p>22 U.S. Code §2751, Need for international defense cooperation and military export controls; Presidential waiver; report to Congress; arms sales policy</p>
Small Arms/Light Weapons Program	<p>10 U.S. Code §404, Foreign Disaster Assistance</p> <p>Executive Order 12966, Foreign disaster assistance</p>
Space Situational Awareness Services and Information	<p>10 U.S. Code §2274, Space situational awareness services and information: provision to non-United States Government entities</p>
State Partnership Program	<p>10 U.S. Code §12304, Selected Reserve and certain Individual Ready Reserve members; order to active duty other than during war or national emergency</p> <p>32 U.S. Code §107, Availability of appropriations</p>
Support to Special Operations to Combat Terrorism (Section 1208)	<p>P.L. 109-163 §1208, Reimbursement of certain coalition nations for support provided to United States military operations</p> <p>P.L. 110-181 §1202, Authority for Support of Military Operations to Combat Terrorism</p> <p>P.L. 110-417 §1208, Extension and Expansion of authority for Support of Special Operations to Combat Terrorism</p> <p>P.L. 111-84 §1202, Expansion of Authority and Modification of Notification and Reporting Requirements for Use of Authority for Support of Special Operations to Combat Terrorism</p>

Table A.5—Continued

Implementing Program	Authority
Technical Coordination Program	<p>10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries</p> <p>10 U.S. Code §2350(l), Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations</p> <p>10 U.S. Code §2531, Defense memoranda of understanding and related agreements</p> <p>22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries</p>
Terrorism Information Sharing	Executive Order 13388, Further Strengthening the Sharing of Terrorism Information to Protect Americans
The Technical Cooperation Program	<p>10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries</p> <p>10 U.S. Code §2350(l), Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations</p> <p>10 U.S. Code §2531, Defense memoranda of understanding and related agreements</p> <p>22 U.S. Code §2151, Congressional findings and declaration of policy</p> <p>22 U.S. Code §2751, Need for international defense cooperation and military export controls; Presidential waiver; report to Congress; arms sales policy</p>
Train and Equip to Assist Accounting for Missing U.S. Government Personnel	<p>10 U.S. Code §408(c), Equipment and Training of foreign personnel to assist in Department of Defense accounting for missing United States Government personnel</p> <p>P.L. 110-181 §1207, Authority to equip and train foreign personnel to assist in accounting for missing United States Government personnel</p>

Table A.5—Continued

Implementing Program	Authority
Transfer of Excess Construction or Fire Equipment	10 U.S. Code §2562, Limitation on use of excess construction or fire equipment from DoD stocks in foreign assistance or military sales programs
Transfer of Technical Data	10 U.S. Code §2320, Rights in technical data
Transition Initiatives	22 U.S. Code §2292, Policy and General Authority
U.S. Army Center of Military History Intern Program	10 U.S. Code §168, Military-to-military contacts and comparable activities
U.S. Army Center of Military History International History Programs	10 U.S. Code §168, Military-to-military contacts and comparable activities
U.S. Army Corps of Engineers Interagency and International Services	10 U.S. Code §168, Military-to-military contacts and comparable activities
U.S. Army Distinguished Foreign Visits	10 U.S. Code §2805, Unspecified minor construction
U.S. Army Distinguished Foreign Visits	10 U.S. Code §168, Military-to-military contacts and comparable activities
U.S. Army European Security Agreements	10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses 10 U.S. Code §168, Military-to-military contacts and comparable activities 10 U.S. Code §2531, Defense memoranda of understanding and related agreements
U.S. Army Foreign Technology Assessment Support Program	10 U.S. Code §168, Military-to-military contacts and comparable activities 10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries 22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries 22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes

Table A.5—Continued

Implementing Program	Authority
U.S. Army International Technology Centers	<p>10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries</p> <p>22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes</p>
U.S. Army International Visits Program	10 U.S. Code §168, Military-to-military contacts and comparable activities
U.S. Army Medical Department International Programs	<p>10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses</p> <p>10 U.S. Code §168, Military-to-military contacts and comparable activities</p>
U.S. Army Reciprocal Unit Exchange Program	10 U.S. Code §168, Military-to-military contacts and comparable activities
U.S. Army Security Cooperation Training Teams	<p>10 U.S. Code §168, Military-to-military contacts and comparable activities</p> <p>10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries</p> <p>10 U.S. Code §2350(l), Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations</p> <p>22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes</p>
U.S. Army SROTC Cadet Culture and Language Immersion Deployments	10 U.S. Code §168, Military-to-military contacts and comparable activities
U.S. Army Training and Doctrine Command Training and Doctrine Conferences	<p>10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses</p> <p>10 U.S. Code §168, Military-to-military contacts and comparable activities</p>
Unified Engagement Building Partnership Seminars	10 U.S. Code §168, Military-to-military contacts and comparable activities

Table A.5—Continued

Implementing Program	Authority
U.S. Army and U.S. Marine Corps Participation in the American, British, Canadian, Australian, and New Zealand Armies' Program	<p>10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses</p> <p>10 U.S. Code §168, Military-to-military contacts and comparable activities</p> <p>10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries</p> <p>22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries</p>
Use of Funds for Unified Counterdrug and Counterterrorism Campaign in Colombia (Plan Colombia)	P.L. 111-84 §1011, Use of Funds for Unified Counterdrug and Counterterrorism Campaign in Colombia
U.S. Navy Africa Partnership Station	10 U.S. Code §168, Military-to-military contacts and comparable activities
U.S. Navy Continuing Promise	10 U.S. Code §168, Military-to-military contacts and comparable activities
U.S. Navy FMS Training Support	<p>10 U.S. Code §168, Military-to-military contacts and comparable activities</p> <p>10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries</p> <p>10 U.S. Code §2350(l), Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations</p> <p>22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes</p>
U.S. Navy Maritime Engagements	10 U.S. Code §168, Military-to-military contacts and comparable activities
U.S. Navy Pacific Partnership	10 U.S. Code §168, Military-to-military contacts and comparable activities
U.S. Navy Southern Partnership Station	10 U.S. Code §168, Military-to-military contacts and comparable activities

Table A.5—Continued

Implementing Program	Authority
War Reserve Stocks for Allies	22 U.S. Code §2321(h), Stockpiling of defense articles for foreign countries
	22 U.S. Code §2751, Need for international defense cooperation and military export controls; Presidential waiver; report to Congress; arms sales policy
Weapon System Partnership Agreements	10 U.S. Code §2350(d), Cooperative logistic support agreements: NATO countries
Western Hemisphere Institute for Security Cooperation	10 U.S. Code §2166, Western Hemisphere Institute for Security Cooperation (WHINSEC)
Worldwide Warehouse Redistribution Services	22 U.S. Code §2761, Sales from stocks

Justifications for Effectiveness and Efficiency Ratings

The figures provide justifications for the high (green), moderately high (yellow), moderately low (amber), and low/failure (red) ratings for each mechanism and mechanism element assessed in this study. The CCMD/objective combinations appear in the order in which they are treated in Chapter Three. Each figure then presents justifications for one or more mechanism under a particular combination. Where appropriate, some mechanisms may be combined in a single set of justifications. The order is as follows:

- Figures B.1–B.3: AFRICOM BPC in CT
 - Fig. B.1: Section 1206
 - Fig. B.2: OEF-TS/PREACT and JCET (Section 2011)
 - Fig. B.3: TCA, FMF, and Section 1203
- Figures B.4–B.7: PACOM BPC in CT
 - Fig. B.4: JCET (Section 2011) and Section 1206
 - Fig. B.5: GSCF and IMET
 - Fig. B.6: APCSS and FMF
 - Fig. B.7: APRI, CTFP, and “Indirect” Mechanisms
- Figures B.8–B.9: SOUTHCOM BPC in Counterterrorism
 - Fig. B.8: JCET (Section 2011), OEF-CCA, and Section 1206
 - Fig. B.9: CTFP, Army/Guard non-JCET O&M, PE/LATAM Coop/DCCEP
- Figures B.10–B.11: SOUTHCOM BPC in Counter-Transnational Organized Crime

- Fig. B.10: FMF and Section 1004
- Fig. B.11: PE/LATAM Coop/DCCEP, Section 1033, and IMET
- Figures B.12–B.16: EUCOM BPC in Coalition Operations
 - Fig. B.12: Section 1206
 - Fig. B.13: CCIF and CRSP
 - Fig. B.14: Section 1202 and Section 168
 - Fig. B.15: PE/DCCEP
 - Fig. B.16: FMF
- Figures B.17–B.18: EUCOM BPC in Ballistic Missile Defense
 - Fig. B.17: TCA and MDA Funding
 - Fig. B.18: CCIF

Figure B.1
Assessing SC Mechanisms and Elements for AFRICOM BPC:
Counterterrorism (1)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
Section 1206	Program	Section 1206 resources are strategically focused on the highest priorities. However, AFRICOM programs are competitive with worldwide requirements and OSD tends to spread it out among many countries. Program development and execution for pseudo cases increases burden on CCMD, which is not manned for it.	Effectiveness	Section 1206 is focused on the near term and does not cover institutional reform. AFRICOM lacks authorities to bring the two together. Synchronization needed across operational and strategic levels. Section 1206 has limited ability to do sustainment in Africa, which means there is an annual sustainment shortfall of 10–40% due to partner nation limitations in sustaining increased CT capability.
	Authorities	Authorities prescribe that Title 10 capacity-building programs are focused on near-term objectives, which limits what AFRICOM can do in terms of long-range CT initiatives.		
	Resources	AFRICOM has no forces assigned, which can affect its ability to do Section 1206 projects quickly.	Efficiency	Section 1206 and its proposals take a lot of staff time due to intensive “up-front” information requirements and congressional oversight obligations. However, this is being alleviated somewhat by new inter-agency nomination and resourcing process. Section 1206 is constrained by a security assistance architecture that is designed to provide large quantities of “stuff” to a partner country which knows what it wants.
	Processes	One-year timeframe for Section 1206 requires quick decisions on requirements. Legal restrictions often require AFRICOM and partner nations to accept what is readily available rather than what is desired for the mission.		
	Organizations	AFRICOM has positive relationships with OSD and DoS for executing Section 1206 projects. Interagency funding of single CCMD list of 57 programs.		

Figure B.2
Assessing SC Mechanisms and Elements for AFRICOM BPC:
Counterterrorism (2)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
OEF-TS/ PREACT	Program	Program development and execution for pseudo cases increases burden on CCMD, which is not manned for it.	Effectiveness	More flexible than Section 1206, but providing sustainment to partners who acquire equipment remains an issue.
	Authorities	OEF-TS very flexible—funding is sent via Military Interdepartmental Purchase Request to AFRICOM and does not run out like Section 1206. But sustainment is still two years.		
	Resources	AFRICOM has no forces assigned, which can affect its ability to do OEF-TS/PREACT projects quickly.	Efficiency	Burden on CCMD for pseudo cases makes for a lot of staff work. Having no forces assigned makes it difficult to cobble together assets to execute. New interagency nomination and resourcing process is enhancing efficiency.
	Processes	DoS allows AFRICOM to use the same forms as Section 1206, which saves time.		
	Organizations	AFRICOM has positive relationships with OSD and DOS for executing OEF-TS/PREACT projects. Interagency funding of single CCMD list of 57 proposed programs.		
JCET/ Section 2011	Program	No programmatic issues identified.	Effectiveness	Difficult to build capacity with JCETs. Not designed for BPC but used in lieu of shortfalls in other BPC programs.
	Authorities	Not adequate for BPC because purpose is primarily U.S. readiness training. Can help maintain capacity, but not build new capacity.		
	Resources	Synchronize training initiatives with presence of JCET events. Use attached forces with other funding, which helps cut costs.	Efficiency	Used by CCMD to help cut costs and as source of forces.
	Processes	No process issues identified.		
	Organizations	No organizational issues identified.		

Figure B.3
Assessing SC Mechanisms and Elements for AFRICOM BPC:
Counterterrorism (3)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
TCA	Program	Used for mil-mil events.	Effectiveness	Allows CCMD to conduct mil-mil activities based on CCMD priorities.
	Authorities	AFRICOM controls funding.		
	Resources	This is the only pot of money the CCMD controls, ~\$6 million/year.	Efficiency	No efficiency issues identified.
	Processes	No process issues identified.		
	Organizations	No organizational issues identified.		
FMF	Program	Since 2010, have specified allowable uses of funds, and require recipients to renotify if want to change use. Lack of control over burn rate is still a problem.	Effectiveness	Have gained better control over uses for FMF, but not burn rate.
	Authorities	No authorities issues identified.		
	Resources	Very small part of resources CCMD receives. Goes to six countries only.	Efficiency	Justification process involves a lot of staff work.
	Processes	Defense Security Cooperation Agency (DSCA) handles much of execution. Easiest process but associated with only 7–8% of funding. Justification process takes a lot of staff effort.		
Organizations	No organizational issues identified.			
Section 1203	Program	No programmatic issues identified. Focused specifically on high priorities in East Africa.	Effectiveness	Like Section 1206, near-term focus and lack of sustainment are problems. Appropriations not identified and thus decremented from Section 1206.
	Authorities	Like Section 1206, funding time limits and inability to link with long-term sustainment make it difficult to plan/ maintain capacity.		
	Resources	In Fiscal Year 2012, no appropriation identified for Section 1203 (1207n) and funding was decremented from Section 1206. In Fiscal Year 2013, no appropriation yet identified for Section 1203. Effectively, these programs compete with general Section 1206 requirements.	Efficiency	Efficiency being improved by new interagency nomination and resourcing process.
	Processes	Like Section 1206, one-year timeframe for Section 1203 requires quick decisions on requirements. Involves great deal of staff work.		
	Organizations	No organizational issues identified.		

Figure B.4
Assessing SC Mechanisms and Elements for PACOM BPC:
Counterterrorism (1)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
JCETs/ Section 2011	Program	No issue with program. Use to fill gaps in partner capabilities. Very easy to work with, potentially making it more attractive for SOCPAC than other programs with stronger BPC focus.	Effectiveness	JCET restrictions on training partners make it difficult to build capacity. Cancellations undermine U.S. credibility.
	Authorities	Not adequate for BPC because purpose is primarily U.S. readiness training.		
	Resources	30% of JCETs are cancelled because of lack of assets and funding. Undermines credibility with partners.	Efficiency	No issue with efficiency.
	Processes	No issue with processes.		
	Organizations	No issue with organizations.		
Section 1206	Program	Program has worked—goal is to ask for \$0 (success). Going from high of 30 projects to 1 next year (Nepal). But has most “push” aspect to it—partner won’t necessarily sustain capability.	Effectiveness	Despite authorities problems, there is some sense that declining need for it is positive. But “jury still out” on effectiveness.
	Authorities	Used as a “bandage” to get around problems with other authorities and pots of money (like FMF). Not comprehensive enough because of funding time limits (need multiyear), making it difficult to plan. Inability to work with Ministries of Interior that perform CT missions severely limits CT BPC.		
	Resources	No issues with resources.	Efficiency	Annual competition for resources takes considerable time and effort. Could be reason why Theater Special Operations Commands prefer JCETs over Section 1206 and part of why requests declining.
	Processes	Military personnel forecast Security Force Assistance demand, which takes a “ton” of hours. Because of tranches, sometimes funding comes too late and slips to following fiscal year—not “urgent/emergent” then. Components faced “serious churn” over pseudo-FMS cases. U.S. government signs letters of agreement, even for small amounts of money.		
	Organizations	Good interaction with DoS on Section 1206 (not FMF).		

Figure B.5
Assessing SC Mechanisms and Elements for PACOM BPC:
Counterterrorism (2)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
GSCF	Program	No established system/business rules defining what GSCF can and can't be used for. "Incredibly difficult to get needs met."	Effectiveness	Jury is still out, but there is serious concern about how GSCF will be executed.
	Authorities	May use it to plug holes in authorities rather than planning across the capability area, which will devalue its utility. Important that can use for train and equip. But can't do military construction with it.		
	Resources	No resources applied yet. Transfer of funds from other authorities creates "food fight" as program managers seek to protect their "rice bowls." Because it is O&M, will compete with Section 1206 for funds.		
	Processes	Plans demanded very quickly, but concern about GSCF response time. No established process. "Unmanageable" amount of work. Philippines GSCF implementation plan is on version 10.	Efficiency	Process is "unmanageable" in terms of workload and "pain is more than pay-out."
	Organizations	Requirement for joint DoD/DoS approval seen as obstacle. Too many entities "chopping" on proposals.		
IMET	Program	Control over how program is focused is moderate. Difficult to plan and prep students when don't know when some funding coming in (third- and fourth-quarter "bunching up"). Huge value in building long-term relationships, the foundation of building capacity.	Effectiveness	IMET makes important contribution to CT capacity, but could be greater with more students.
	Authorities	No issues with authorities.	Efficiency	Distribution of resources.
	Resources	Receive many fewer slots than requested.		
	Processes	Can't demonstrate effects. Good process in general, but prioritization disagreements about slots "on the bubble" are most difficult. Single-year money with extension into first quarter of following year. Distribution of funds "awful," beholden to continuing resolution and OSD "holdback."		
	Organizations	No issues with organizations. IMET targets from OSD more logical than FMF targets from DoS.		

Figure B.6
Assessing SC Mechanisms and Elements for PACOM BPC:
Counterterrorism (3)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
APCSS	Program	Solicit broad regional participation in seminars rather than focusing on specific countries with high-priority challenges. Makes APCSS more of a tool for strategic engagement rather than BPC. But can fill some niche roles for CT (e.g., with small island nations).	Effectiveness	Focus could be narrowed to improve CT BPC effectiveness.
	Authorities	No issues with authorities.		
	Resources	No issues with resources.	Efficiency	No issues with efficiency.
	Processes	Difficult to measure effects.		
	Organizations	No issues with organizations.		
FMF	Program	Very long lag time between initiation of program and delivery of capability.	Effectiveness	Lack of adequate funding and apparent logic. Inability to use for sustainment of Section 1206-funded equipment. "Antiquated, Cold-War-based" system not responsive, agile, or flexible enough against adaptive violent extremist organizations.
	Authorities	No issues with authorities.		
	Resources	Receive much less funding than requested.		
	Processes	No CCMD visibility into process. Arbitrary cut lines, determined before DoS/DSCA see CCMD requirements. DoS process is country-based rather than requirements- or objectives-based.	Efficiency	Lag time between "flash" and "bang" is very long.
Organizations	DoS pushback over FMF to sustain Section 1206. Wanted \$68 million over five years for Philippine aircraft maintenance, refused, then requested annual funding but program failed. Prioritization left to a lower-level DoS analyst who bases decisions on what he thinks Congress would approve. DoS a "black box" regarding FMF. DoS "prefers to hire contractors" so they can maintain control.			

Figure B.7
Assessing SC Mechanisms and Elements for PACOM BPC:
Counterterrorism (4)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
APRI	Program	Control over how program is focused is high, but episodic, unconnected with mil-mil events. Needs to be tied with plans.	Effectiveness	Should be better integrated into planning.
	Authorities	No issues with authorities.		
	Resources	No issues with resources.	Efficiency	No issues with efficiency.
	Processes	No issues with processes.		
	Organizations	No issues with organizations.		
CTFP	Program	Control over how program is focused is moderate.	Effectiveness	Control over program.
	Authorities	No issues with authorities.		
	Resources	SOPAC finds inadequate resource support for proposals. PACOM had no issues with resources.	Efficiency	No issues with efficiency.
	Processes	No issues with processes.		
	Organizations	No issues with organizations.		
"Indirect" (Overseas Humanitarian, Disaster Assistance, and Civic Aid; counter-narcotics/ Joint Interagency Task Force— West, etc.)	Program	DoD can help build CT capacity through programs dedicated to counternarcotics, law enforcement, humanitarian assistance/disaster relief. But not optimal. Training under Joint Interagency Task Force-West is "unfocused," "scattershot."	Effectiveness	Not efficient because not dedicated to CT BPC.
	Authorities	Enables PACOM to work with and supply nonmilitary CT forces in partner nations, but this is not what these are authorized for.		
	Resources	CN resources allocated and managed inefficiently. Overseas Humanitarian, Disaster Assistance, and Civic Aid funds are adequate and managed efficiently.	Efficiency	Indirect means of CT BPC, especially with Ministry of Interior/police forces, but not most effective because dedicated to other purposes.
	Processes	No issues with processes.		
	Organizations	Disagreements with Joint Interagency Task Force-West over focus, which is a very narrow mission band compared to other theaters. Task force repeatedly pushes back on providing more resources under PACOM control. Good interaction with DoJ, USAID, others. Overseas Humanitarian, Disaster Assistance, and Civic Aid-related interactions very good.		

Figure B.8
Assessing SC Mechanisms and Elements for SOUTHCOM BPC:
Counterterrorism (1)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
JCETs/ Section 2011	Program	SOCSOUTH doing very well with JCETs because it can be persistent, use for operational preparation of the environment.	Effectiveness	JCETs are one of the main tools used for <i>de facto</i> CT BPC, “but not the right tool.” Lack of training authority prevents building of partner CT units.
	Authorities	JCETs used frequently, and work for “little-t” training, but not “big-t” training.		
	Resources	Resources have been adequate for mission given; despite JCETs being expensive, getting more efficient.		
	Processes	Processes well established, no issue.	Efficiency	Efficiency of JCET mechanism relatively high, but friction with other U.S. government organizations creates extra work.
	Organizations	Some friction with USAID when JCETs are dual-purposed. Army does not support using O&M for JCETs and fought provision of \$21 million to SOUTHCOM.		
OEF-CCA	Program	Execution authority from OSD disallowed train/equip.	Effectiveness	Lack of training authority caused SOCSOUTH to abandon effort.
	Authorities	2007 Execution Order directed SOUTHCOM to prevent the growth of violent extremist organizations in AOR. SOUTHCOM believed the order allowed BPC to develop network of 1–12 partner-nation CT units; OSD believed otherwise.		
	Resources	\$36–40 million/year provided by OSD, enough resources for SOCSOUTH to do “big-t” training, some equipping. U.S. forces available for this.	Efficiency	Difficulties in attaining common interpretation of authority.
	Processes	No issue.		
	Organizations	Friction with OSD over interpretation of Executive Order.		
Section 1206	Program	No support for applying for Section 1206.	Effectiveness	Section 1206 not being applied.
	Authorities	Sen. Levine cut off Section 1206 in 2009 because violent extremist organizations are not an urgent or emerging problem.		
	Resources	Resources not available.	Efficiency	Efficiency is a null set since CCMD cannot apply for Section 1206.
	Processes	Not using process.		
	Organizations	Friction with OSD over importance of preventing extremist organizations in AOR from becoming operational threat to homeland.		

Figure B.9
Assessing SC Mechanisms and Elements for SOUTHCOM BPC:
Counterterrorism (2)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
CTFP	Program	No programmatic issues.	Effectiveness	Program considered effective. Provides for students in classrooms and for conferences.
	Authorities	No authorities issue.		
	Resources	\$4 million adequate.		
	Processes	Must revalidate same CT requirements and resources every year, involves multiple people; "100 hours" by the division chief.	Efficiency	Level of effort required to secure mechanism is annually high.
	Organizations	No organizational issue.		
Army/Guard O&M (non-JCET)	Program	No programmatic issues.	Effectiveness	Provides for subject-matter expert exchanges, among other things, but has little impact on BPC.
	Authorities	Authorities limited in terms of their impact on building partner capacity—cannot train and equip.		
	Resources	No resource issues identified. Resources adequate.		
	Processes	No procedural issues.	Efficiency	No efficiency issues raised. Easy to work.
	Organizations	No organizational issues.		
PE/LATAM Coop/DCCEP	Program	No programmatic issues.	Effectiveness	Good mil-mil and exercise authority but does not enable support for train/equip activities.
	Authorities	Provides good mil-mil authority, but cannot do train/equip to build capacity. Delegation to Secretary of Defense rather than CCMDs puts SOUTHCOM "in a jam."		
	Resources	No resource issues identified. Resources adequate.		
	Processes	Have 400 mil-mil events per year (including CTOC), a number of which are short-notice, but approved annually.	Efficiency	Lack of delegation to CCMD hinders flexibility.
	Organizations	No organizational issues.		

Figure B.10
Assessing SC Mechanisms and Elements for SOUTHCOM BPC:
Counter-Transnational Organized Crime (1)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
FMF	Program	Cannot hold PN accountable after disbursement.	Effectiveness	Underfunded in high-priority areas, can't control use. Only one that provides lethal aid, but too slow.
	Authorities	No issues with authorities.		
	Resources	Underfunded for Central America, where highest priority is. FMF allocation is about \$5 million per year for all of Central America, out of \$65 million for the AOR, of which \$35 million goes to Colombia.	Efficiency	Lack of agility, endless set of rules.
	Processes	Is not nimble, has endless set of rules.		
	Organizations	DoS priorities not linked with DoD/CCMD priorities.		
Section 1004	Program	No issues with program.	Effectiveness	Question about interpretation of authority.
	Authorities	Infrastructure projects capped at \$2 million each facility. Fuel can be provided (a key partner limitation). Interpretation contentious—thought to include field training until 2010, now only classroom and basic training.		
	Resources	No issues with resources, though infrastructure cap can be difficult to work with.	Efficiency	Disruptions in projects occur because of gaps in authorization after expiration.
	Processes	Must be renewed every two to three years. Can expire before re-authorization, forcing postponement of projects.		
	Organizations	No issues with organizations.		

Figure B.11
Assessing SC Mechanisms and Elements for SOUTHCOM BPC:
Counter-Transnational Organized Crime (2)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
PE/LATAM Coop/ DCCEP	Program	Key mil-mil programs.	Effectiveness	Good mil-mil and exercise authority but does not enable support for train/equip activities.
	Authorities	Provides good mil-mil authority, but cannot do train/equip to build capacity. Delegation to Secretary of Defense rather than CCMDs puts SOUTHCOM "in a jam."		
	Resources	No issues with resources.		
	Processes	Have 400 mil-mil events per year (incl. CTOC), a number of which are short-notice, but approved annually.	Efficiency	Lack of delegation to CCMD hinders flexibility.
	Organizations	No issues with organizations.		
Section 1033	Program	No issues with program.	Effectiveness	No issues with effectiveness.
	Authorities	Authorization only for certain countries.		
	Resources	No issues with resources.		
	Processes	No issues with processes.	Efficiency	No issues with efficiency.
	Organizations	No issues with organizations.		
IMET	Program	IMET involves huge payoff.	Effectiveness	Vetting requirements may reduce eligible students.
	Authorities	No issues with authorities.		
	Resources	AOR appears to have "maxed out" on students eligible for slots—mainly because of available supply of students.		
	Processes	More stringent, unit-based vetting requirements will have important implications for IMET.	Efficiency	No issues with efficiency.
	Organizations	No issues with organizations.		

Figure B.12
Assessing SC Mechanisms and Elements for EUCOM BPC: Coalition Operations (1)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
Section 1206	Program	No programmatic issues identified.	Effectiveness	Only DoD authority enabling EUCOM to transfer equipment to ally/partner nation forces deploying to Afghanistan and build enduring expeditionary capability. However, single-year, narrow authority, \$100 million cap on stability operations, and lengthy review and approval process hinder effectiveness. Sustainment is a potential issue. Provides two years of initial spares. Not every country will be able to sustain.
	Authorities	Misinterpretation on the authorities to use Section 1206, specifically if it could be used to support coalition ops. Authority to equip, but \$100 million cap on stability operations and requirement to obligate by end of fiscal year.		
	Resources	Requirements usually exceed resources available. Because Section 1206 is one-year money, there is a rush to appropriate it for specific projects; lack of experienced SC planners.		
	Processes	Section 1206 is manpower-intensive from beginning to end. Review, approval, and congressional notification of first tranche not complete until second quarter of fiscal year. High risk associated with later tranches due to requirement to obligate by end of fiscal year.	Efficiency	While processes have improved over time (ISAF proposals prioritized in first tranche), it still takes a long time to get projects approved and resources allocated.
	Organizations	DOS supportive of stability operations proposals. Insufficient FMF to sustain all capabilities developed with Section 1206.		

Figure B.13
Assessing SC Mechanisms and Elements for EUCOM BPC: Coalition Operations (2)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
CCIF	Program	No programmatic issues.	Effectiveness	Allows “big-t” training, including multilateral training programs.
	Authorities	Allows “big-t” training. Supports multilateral (instead of just bilateral) activities (funds events instead of countries).		
	Resources	Limited to \$5 million globally.		
	Processes	Only requires approval of the Chairman of the Joint Chiefs of Staff. Reasonable documentation requirement. Does NOT require Secretary of State concurrence or congressional notification.	Efficiency	Highly responsive (approval within 30–60 days).
	Organizations	Joint Staff/J7 very responsive in expediting review/approval to support ISAF deployment timelines.		
CRSP	Program	No programmatic issues identified.	Effectiveness	CRSP was ONLY truly multiyear, broad authority, but change to two-year limits like Section 1206. Can only loan equipment.
	Authorities	Permits specialized training and provision of supplies, but only loan of equipment. Changed in Fiscal Year 2012 from X-year to two-year authority (as Section 1206).		
	Resources	Availability of funding depends on Coalition Support Fund expenditures; no issues to date.	Efficiency	No efficiency issues identified.
	Processes	CRSP is easiest program to use for training ISAF partners. Much quicker process than Section 1206 (no tranches—ISAF proposals prioritized in first tranche of proposals). Three memos for approval.		
	Organizations	No organizational issues identified. Secretary of State concurrence delegated to Deputy Assistant Secretary level.		

Figure B.14
Assessing SC Mechanisms and Elements for EUCOM BPC: Coalition Operations (3)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
Section 1202	Program	No programmatic issues.	Effectiveness	Authority has proven its value in Iraq and Afghanistan. Needs to be made permanent and globally available.
	Authorities	Authority currently extends only to Afghanistan, Iraq, and peacekeeping missions. Despite strong DoD and DoS support, Office of Management and Budget indicated that global authority not needed.		
	Resources	Provides allies/partners access to much-needed coalition DoD equipment on a loan basis, including mine-resistant ambush-protected vehicles, counter-IED devices. Availability of items depends on whether service inventory exceeds U.S. requirements.		
	Processes	Documentation requirements reasonable. Coordination with Services on sourcing equipment is complex.	Efficiency	Challenges with coordination and Section 1202 implementing arrangements.
	Organizations	Service processes/timelines on determining equipment disposition are not transparent or consistent. Obtaining ally/partner nation signature on Section 1202 implementing arrangement can take a long time or country might refuse.		
Section 168	Program	No programmatic issues.	Effectiveness	Authority has been considered effective in the past; remains to be seen moving forward.
	Authorities	Only supports "little-t" activities. Office of the General Counsel has determined that authority is NOT available to support mil-to-mil activities. CCMDs must use Section 1051 instead.		
	Resources	Congress never appropriated funding to DoD for use under this authority. However, under previous interpretation, EUCOM applied the authority to its Traditional Commander's Activity program, funded within the headquarters budget.	Efficiency	Section 168, until recently, has been efficient, requiring minimal level of effort. Section 1051 requires additional effort unless delegated to CCMD.
	Processes	No higher-level review/approval required outside CCMD.		
	Organizations	No organizational issues identified.		

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Figure B.15
Assessing SC Mechanisms and Elements for EUCom BPC: Coalition Operations (4)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
PE/DCCEP	Program	No programmatic issues identified.	Effectiveness	Supports mil-to-mil and combined exercises, but excludes several key countries due to “developing country” restriction. Prior to Fiscal Year 2010, the only authority available to enable allies/partners to train deploying forces at Joint Multinational Training Command/Joint Multinational Readiness Center.
	Authorities	Supports ally/partner nation participation in exercises, conferences, and meetings. Only permits funding ally/partner nation costs of “developing countries.” Does NOT permit “big-t” training. Approval processes not officially documented—only in a Powerpoint slide.		
	Resources	Mil-to-mil funding level determined by CCMD. DCCEP funding level determined by Combatant Command Service Agent (e.g., Army for EUCom).	Efficiency	DCCEP is a lot of work for little gain, and very difficult to manage. PE still not under CCMD control. A single country list is needed with updated information on country eligibility.
	Processes	J5 has a 17-step approval process, which is not very flexible. Approval needed if anything changes (date, forces, countries invited), have to get approval. Takes anywhere from a week to six months for approval at three-star level.		
	Organizations	OSD/J5 previously unwilling to establish fixed country eligibility list. Reliance on International Monetary Fund, World Bank, and United Nations Development Program indicators means countries can lose eligibility at any time, complicating planning, execution, and relationships.		

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Figure B.16
Assessing SC Mechanisms and Elements for EUCOM BPC: Coalition Operations (5)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
FMF	Program	Only used to support ally/partner nation deployments as a last resort given available DoD authorities (Section 1206, CRSP, CCIF) and greater resources. Typically reserved to address numerous competing BPC requirements.	Effectiveness	Lack of CCMD control over expenditure allows partner to hold on to FMF (and gain interest) or spend in ways and according to burn rates not intended. Provides necessary authority and responsiveness but funding level typically insufficient to support ally/partner nation deployments.
	Authorities	Permits "big-t" training and transfer of equipment without purpose restriction.		
	Resources	Already limited funding for most countries (often insufficient to meet equipping requirements) being gradually reduced and insufficient to sustain all Section 1206 capabilities. CCMD does not control expenditure, therefore challenge to determine when, how FMF is used once granted to partner.		
	Processes	Highly responsive if open cases and funding are available and ally/partner nation agrees with proposed use of FMF. No higher-level approvals (e.g., Secretary of Defense, congressional notification) or additional documentation required.	Efficiency	EUCOM/Coalition Ops seems to find higher efficiency than other CCMDs because of partners in the fight.
	Organizations	DoS/OSD/JS/EUCOM developed guidance for Fiscal Year 2015 submission. DoS has been open to sustainment with FMF for EUCOM partners in the fight.		

Figure B.17
Assessing SC Mechanisms and Elements for EUCom BPC: Ballistic Missile Defense (1)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
TCA	Program	No programmatic issues identified. EUCom control.	Effectiveness	EUCom received no increase in funding for BMD even though it was a top priority of the command's in submission of integrated priority lists, prioritized capability list processes, and OSD guidance.
	Authorities	Authorities not designed to support high-end allies for BMD. TCA is a default but extremely restrictive.		
	Resources	TCA is one of the only sources of funding for BMD activities (CCIF is other), and the resources are very limited. Resources to support events with high-end allies are impossible to find.		
	Processes	Obtaining TCA resources to support BMD is a last resort for the CCMD.	Efficiency	
	Organizations	No organizational issues identified.		
MDA Funding	Program	No programmatic issues identified.	Effectiveness	MDA supports lower-tier allies for BMD and spends a lot of money on European BMD, but limited MDA collaboration with EUCom efforts for allied cooperation impacts effectiveness; also impacts broader relationship/trust in the AOR.
	Authorities	No authorities issues identified.		
	Resources	MDA provided \$2 million for lower-tier countries, but requirements are also for events to exercise with higher-end NATO allies.		
	Processes	No procedural issues identified.	Efficiency	
	Organizations	MDA has not been transparent with EUCom staff in terms of its country priorities and relevant data from MDA-sponsored trips to the AOR, particularly in Eastern Europe. MDA has made formal agreements in the region without informing EUCom.		

Figure B.18
Assessing SC Mechanisms and Elements for EUCOM BPC: Ballistic Missile Defense (2)

Mechanism	Element/ Rating	Justification for Element Rating	Overall Rating	Justification for Overall Rating
CCIF	Program	Chairman of the Joint Chiefs of Staff control makes it difficult to secure.	Effectiveness	Even though BMD is a key EUCOM objective and SC activities are taking place, mainly with lower-tier allies, SC activities are not focused on high-end partners that have the potential to burden share and are the potential BMD providers.
	Authorities	Authorities not designed to support high-end allies for BMD. CCIF is extremely restrictive.		
	Resources	CCIF is one of the only sources of funding for BMD activities (TCA is other), and the resources are very limited. Resources to support events with high-end allies are impossible to find.		
	Processes	Procedures are cumbersome, requiring full CJCS and EUCOM approval for a small amount of resources.	Efficiency	Process to support high-end allies does not exist; significant level of effort required to design and fund events that are likely to be disapproved.
	Organizations	Even with Chairman agreement to apply resources, lawyers seem to disallow.		

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Security cooperation has long been an important instrument of the U.S. government and the Department of Defense for advancing national security objectives vis-à-vis allies and partner countries, including building critical relationships, securing peacetime and contingency access, and building partner capacity (BPC). One of the key challenges for policymakers and combatant commands is gaining a more complete understanding of the real value of BPC activities. Assessments of prior and ongoing BPC activities, in particular, have become increasingly important given the current fiscal climate and budgetary limitations. But it is no easy task to assess the value of what are essentially qualitative activities, and data limitations severely hinder assessments. The tools available—such as resources, authorities, programs, processes, and organizational relationships—may or may not be the optimal ones for the delivery of BPC activities to partner countries. This report characterizes security cooperation mechanisms used by combatant commands for BPC, produces a detailed database of the mechanism elements, develops and applies a preliminary means of evaluating the effectiveness and efficiency of select mechanisms, and draws on the analysis from the case studies to recommend ways to improve the effectiveness and efficiency of those mechanisms in the future.



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