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**NATIONAL GUARD STATE PARTNERSHIP PROGRAM - A COST
EFFECTIVE, BUT UNDERUTILIZED SHAPING TOOL**

BY

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National Guard State Partnership Program - A Cost Effective, but Underutilized Shaping Tool

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The views expressed in this academic research paper are those of the author and do not necessarily reflect the official policy or position of the U.S. Government, the Department of Defense, or any of its agencies.

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ABSTRACT

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The break up of the Soviet Union all but ended The Cold War era and greatly reduced the level of military threat to the rest of the world. These events provided a great opportunity for democracies around the world, particularly the United States, to step forward and assist in *shaping* new emerging nations. While our National Security Strategy (NSS) and National Military Strategy (NMS) have recognized the importance of *shaping* activities, the military has been reluctant to shift their focus and valuable resources from the war fighting emphasis to that of *shaping* activities. This paper will outline the evolution of SPP activities, provide specifics of how three of the partnership states (New Jersey, Maryland and Pennsylvania) have contributed towards the NSS goals of shaping, and provide suggestions on additional cost effective *shaping* activities that could be provided by increases in SPP funding.

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PREFACE

To the many men and women "Citizen Soldiers" who have dedicated much more than one weekend a month and two weeks in the summer to support the United States of America.

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NATIONAL GUARD STATE PARTNERSHIP PROGRAM - A COST EFFECTIVE BUT UNDERUTILIZED SHAPING TOOL

HISTORY AND EVOLUTION OF THE STATE PARTNERSHIP PROGRAM

The dramatic political, socio-economic, and military changes that began to occur in the early 1990's caused the United States European Command (USEUCOM) to refocus its support of the U.S. National Security and National Command Authorities' strategic objectives in Europe. This change in focus increased the role of the Reserve Components in USEUCOM's Strategy of Engagement and Preparedness.¹

Increased engagement began with the Joint Contact Team Program (JCTP). The JCTP was established by General Colin Powell in 1992 in an effort to promote regional stability in newly emerging democracies of Central/Eastern Europe. The JCTP presents the hosting nation with the U.S. example of how a civilian controlled military works in a democratic free-market oriented society. The JCTP established U.S. Military Liaison Teams (MLTs) to work with the Ministries of Defense of these countries. USEUCOM Headquarters serves as the Plans and Policy Directorate, serves to allocate resources, coordinate activities with commands, and supports the MLT in country.²

The MLTs communicate host nation needs and provide in-country logistics support for the Traveling Contact Teams (TCT). TCTs are a short duration TDY for U.S. personnel with expertise in specific areas. The teams typically share their specialized competence with foreign counterparts and make on-scene evaluations of the actual needs and conditions of the host nation. TCTs are based on the goals and objectives of the host nation military. The MLT is normally made up of a Team Chief, Deputy Team Chief, Operations Officer and an Operations NCO.³ The MLT Team Chief is generally an O-6 who serves a one-year tour while other team members normally rotate on a six-month basis. The teams are joint staffed and approximately thirty percent come from reserve components.⁴

In addition to TCTs, the MLT also coordinates the Familiarization Tours (FAMs) that are visits by host nation experts to U.S. facilities in Europe and the United States. Occasionally, MLTs will also coordinate attendance of host nation members at conferences and military exchanges to provide additional training in their area of expertise.⁵ TCTs work closely with partner countries on reshaping military forces, activities to promote democracy, familiarization visits to the U.S., multinational conferences, and military exchanges. Contact team events under the National Guard Minutemen Fellows program can also establish relationships for potential economic development activities. TCTs are usually small and formed for short durations from

both active and reserve units on a mission basis. The National Guard makes a significant contribution to the Joint Contact team Program with staff and support through the State Partnership Program.⁶

The State Partnership Program (SPP) was initiated by former Chief of the National Guard Bureau, Air National Guard Lieutenant General John B. Conaway. In 1992 he led the first Department of Defense team visit between military representatives of the East and West in over fifty years. General Conaway, accompanied by a thirty-member delegation, visited Latvia, Lithuania, and Estonia. He recalled that:

The administration, primarily General John Shalikashvili, who was then commander of U.S. Forces in Europe (USAEUR), Chairman Powell, and Secretary Cheney believed that a delegation of active duty soldiers to those nations, led by an active, warfighting CinC, would send the wrong signal to the Russians. It was typical of an extraordinary political and military acumen of these three men. They knew that the National Guard led delegation would appear to the Russians as non-threatening and helpful to the emerging democracies and their defense forces.⁷

Following that visit the State Partnership Program was established by the National Guard Bureau's (NGB) proposal in the spring of 1993 to pair State National Guards with the Baltic Countries of Estonia, Latvia, and Lithuania. The NGB proposal was prompted by CINCEUR's 1993 decision to staff the Military Liaison Teams (MLTs) in the Baltics with Reserve Component personnel, in order to avoid sending a proactive signal to the Russian Federation that might have been caused by assigning Active Duty soldiers. The SPP thus began as a bilateral military-to-military contact program with which to engage the countries of Central and Eastern Europe, and is a direct outgrowth of USEUCOM's Joint Contact Team Program (JCTP). It has since grown far beyond JCTP and become a hybrid engagement tool, allowing interaction in social and economic, as well as military, spheres. The SPP actively supports the *National Military Strategy's* mandate to *shape* the international security environment.⁸

The SPP has the following objectives:

1. Demonstrate military subordination to civilian authorities.
2. Demonstrate military support to civilian authorities.
3. Assist in the development of democratic institutions.
4. Foster open market economies to help bring stability.
5. Project and represent U.S. humanitarian values.

Achieving these objectives requires joint efforts in multiple civil, military, and economic tasks including:

- | | |
|-----------------------------|---|
| 1. Emergency Response | 10. State & Federal Finances |
| 2. Crisis Action | 11. Civil Affairs |
| 3. Personnel Management | 12. Communications |
| 4. Education Training | 13. Civil Engineering |
| 5. Logistics | 14. Military Medicine |
| 6. Resource Management | 15. Public Affairs |
| 7. Military Law/Security | 16. Transportation |
| 8. Environmental Protection | 17. Policy Development |
| 9. Community Relations | 18. Counterdrug Activities ⁹ |

The SPP aligns selected American states with independent nations of Central and Eastern Europe (former Warsaw Pact nations). The program encourages the development of economic, political, and military ties between our states and the new democracies. The U.S. military functions as a role model demonstrating how a military can interact with and remain subordinate to civil authorities.

A partnership between a Host Nation and an American state must be agreed upon by the two parties involved and approved by the U.S. Ambassador to the Host Nation, USEUCOM, the Joint Staff, and the National Guard Bureau.¹⁰

Since the creation of SPP eight years ago, thirty-three states and territories and thirty-one countries on four continents have formed partnerships.¹¹ (See Partnership Table). The optimum SPP partnership is one in which: The Host Nation professes a genuine interest in Partnership; US and Theater engagement objectives are satisfied; the Force Protection risk is low; a minimum of additional resources is required to execute engagement; and National Guard core engagement competencies, particularly military support to civil authority (MSCA), are heavily incorporated.

The State Partners actively participate in a host of engagement activities, ranging from bilateral training and familiarization events, to exercises, to fellowship-style internships, to civic leader visits. All activities are coordinated through Theater Commanders-in-Chief (CinC) and US Ambassador's country teams, and other agencies as appropriate, to ensure that National Guard support is tailored optimally to US and country requirements.¹²

Before a partner state can participate in requested training by their partner nation, a formal chain of coordination/communication must take place. It starts with the request by a

partner nation and approval by the US Ambassador and the Country Team Liaison Officer. The Liaison Officer then works directly with the theater command to propose the event and get Inter-Agency Working Group (IWG) notification/approval as necessary. Concept sheets are used to propose events. In the European Theater Command, the J5 will notify the component commands by message. The component commands will then notify NGB for approval. NGB must approve inclusion of any state partners in an event prior to initial planning or coordination can begin. NGB will notify the appropriate state of the request receipt and verify that the state has the willingness and ability to fulfill the request. The state coordinator is responsible to assign the personnel and resources necessary to accomplish the mission. Once the official tasking has completed, the following must be approved through the FORMAL chain of command: the number of personnel, dates of event, cost of event, concept of event, cancellation of event.¹³

Administration of the SPP is divided between the National Guard Bureau (NGB) International Affairs in the Chief of NGB's office and the Air and Army Components. Policy is established by International Affairs and the components regulate most activities through management of overseas training deployments. Once activities are approved by NGB, States coordinate directly with service components, in theater, to plan and execute the events. At the State level, training opportunities come as result of requests made by partner country governments through development of a country work plan. The country plan is updated annually and requires approval of the US Ambassador. Once assistance is requested, the state coordinator then develops a training program and submits a Concept/Coordination Sheet requesting NGB for approval. Funding for the event generally comes from USEUCOM; however, activities under the Minuteman Fellows Program are funded by NGB. While one state coordinator found that putting together a training event can be difficult to resource and time consuming for required approvals,¹⁴ another indicated that with more experience, procedures can be developed that will make the approval process must faster and routine.¹⁵

The National Guard's *Citizen Soldiers* taking part in the SPP bring a unique set of civilian skills to the program. Although they are soldiers when needed by the community, state, and country, they are citizens first. National Guardsmen and women are executives, medical professionals, truck drivers, police officers, airline pilots, fathers, mothers, brothers, and sisters. They come from all walks of life and all ethnic groups. By using National Guard men and women in their dual roles as citizen-soldiers, the United States demonstrates to civilian and military leaders abroad, the utility of a cost-effective, credible defense force ready to defend the nation against aggression, or the community from disasters.

The State Partnership Program is a viable and valuable policy that directly supports the National Security Strategy. In his preface to the October 1998 "A National Security Strategy for a New Century," President Clinton outlined the objectives of this strategy. He specified that the strategy "encompassed a wide range of initiatives: expanded military alliances . . . , promoting free trade through the World by communication between governments, but they cannot easily gain acceptance within military establishments. Only direct personal contact and the sharing of experiences and perceptions can establish trust".¹⁶ Once again, in his preface to the December 1999 "A National Security Strategy for a New Century," President Clinton wrote "Every dollar we devote to preventing conflicts, promoting democracy, opening markets, and containing disease and hunger brings a sure return in security and long term savings".¹⁷

The SPP is an ideal medium to shape through engagement. The trust and confidence built through repeated SPP contacts allows the National Guard citizen-soldiers to become role models for democratic civil-military ideals. Consequently, National Guard mobilization day (M day) soldiers are often viewed as less threatening than their full time Active Component Counterparts. In addition, National Guard contacts are less likely to frequent transfers or rotations thus providing better personal continuity to their partner countries. The SPP, given the proper resources, provides a unique opportunity to engage using a combination of shaping instruments in a non-threatening approach. These engagement activities execute the National Military Strategy by shaping, responding, and preparing now and for the future.¹⁸

PROPER FUNDING AND FOCUS

FUNDING

Funding for SPP activities comes from several sources. The three states highlighted in this paper can qualify for CinC funding from USEUCOM if their missions meet the necessary requirements of the Theater Engagement Plan (TEP). However, participation by reserve forces has been limited to 25% of total partnership activities.¹⁹

The GUARDEX Program is an important engagement mechanism of the SPP that allows partner country personnel to participate in a partner State's Annual Training (AT) periods in the United States, and directly supports the Theater peacetime engagement objectives. Since no active component personnel or planning are required, no additional Operations or Personnel Tempo burden is created for the Theater CinC.²⁰ However, this source of funding is limited to AT activities and restricted to cover travel expenses of visiting personnel from partner countries.²¹

A third funding source comes from The Minuteman Fellows Program. This program is a unique engagement program of the SPP also lending support to Theater peacetime engagement objectives by promoting regional stability and civil-military relationships. The Minuteman Fellows Program allows the National Guard's Federal mission of national defense and State missions of domestic support, as well as the civilian professional expertise of traditional guardsmen and state personnel, to be used as theater engagement tools in the CinC's area of responsibility (AOR). Similarly, Partner Country armed forces personnel and civilians with defense related responsibilities might also visit their Partner State in the United States to witness their National Guard's federal and state missions.²² Funding for this program has been \$1 million for each of the past three years. Although NGB has been trying to get the amount increased to \$3 million, the requested increase has been cut from the Program Objective Memoranda (POM) during the review process.²³

FOCUS

Providing the focus on shaping through engagement has come from various sources. In 1999, Secretary of Defense (SECDEF) Cohen wrote "The threat of global war has receded and the nation's core values of representative democracy and market economics are embraced in many parts of the world, creating new opportunities to promote peace, prosperity, and enhanced cooperation among nations."²⁴

Helping to shape emerging nations was also addressed in the President's Strategy for Engagement which states "We must be prepared and willing to use all appropriate instruments of national power to influence the actions of other states and non-state actors, to provide global leadership, and to remain a reliable security partner for the community of nations that share our interests".²⁵

Given the above guidance by the SECDEF and President, one could expect a greater shift in funding and resources from warfighting activities to that of shaping through engagement. However, attempts by NGB to provide for increased funding for the Minuteman Fellows Program in the (POM) has been denied. Over the past three years the NGB POM has included an increase from \$1 million to \$3 million to support additional SPP activities only to have it cut by the review process.²⁶

The SPP will only get appropriate levels of funding if the warfighting CinCs will include their shaping activities in their TEP. However, with the war fight being the CinCs primary mission and concern, the use of the National Guard to promote economic development does not

show up on the CinC's radar screen thus becoming a scramble for funding as SPP missions come along.²⁷

SHAPING THROUGH ENGAGEMENT - SOME EXAMPLES

(Examples of SPP activities have been limited to New Jersey, Maryland, and Pennsylvania).

NEW JERSEY (NJ) AND ALBANIA

New Jersey (NJ) became the official primary partner with Albania on 1 December 2000. Prior to that, NJ had been an associate state partner with South Carolina as the primary partner-state.²⁸ Some of the military missions conducted with Albania have included mobilization briefings, transportation and logistics training, organization and establishment of a medical aid station, and how to create a noncommissioned officer (NCO) academy. NJ has recognized the need to go beyond military specific support however and with the support by their Adjutant General (TAG) and governor, initiated training not funded by either NGB or USEUCOM. One mission undertaken by NJ was to have the State Judge Adjutant General (JAG) visit Albania to assist them in writing their national constitution. This support was provided at NJ's expense but was considered a key mission to help in the development of their budding democracy.²⁹ Also, in an effort to fulfill a specific request from Albania, NJ, with Governor Whitman's approval, utilized members of the NJ State Police department to provide three Albanian officers with training in search and rescue operations.³⁰

In addition to providing SPP missions to support Albania, NJ has also been supportive to other states by providing both facilities and personnel to train representatives from Macedonia and Hungary at Fort Drum, New York and at the Training and Training Technology Battle Laboratory at Fort Dix, New Jersey.³¹

Training provided in Albania has been mainly with their regular forces under the Ministry of Defense. In Albania, they also have a National Guard force that is responsible for the safety and security of the countries political leaders. The Albanian National Guard comes under the Minister of the Interior in the formal chain of command structure. To date, the Albanian National Guard has not participated in SPP training but this is a valuable resource pool that could be trained in emergency management procedures. In the event of a catastrophic event, all forces should be trained to participate in emergency operations.³²

NJ will continue to explore new training initiatives to support the development of Albania, to include areas outside traditional military activities. Engagement with Albania can be a most

effective shaping tool and NJ can have a dramatic impact on helping to improve the quality of life for its citizens.³³

MARYLAND (MD) AND REPUBLIC OF ESTONIA

Maryland (MD) has been one of the most proactive SPP states.³⁴ MD has participated in many missions using military liaison teams that meet the USEUCOM CinC's TEP and thus qualify for CinC dollars. Examples of these activities include Battalion and Small Unit Level Public Affairs, Casualty Care in Combat, Strategic Planning Preparation and Execution, Use of Civil-Military Aircraft in Major Disasters, and Civil-Military Support in Humanitarian Operations. These examples are only a few of the many training opportunities already completed and/or planned for the next training year.³⁵

MD has also created many training opportunities for the past several years that have met the requirements for funding under the Minuteman Fellows Program. An aggressive plan of Subjects to be taught under the Minuteman Fellow program for 2001 includes Economic Development, Partner City Program visits, a Medical Assessment Visit and Orientation to Maryland's ChalleNGe Program.³⁶ (The ChalleNGe Program was established by many states to use National Guard resources and personnel to provide a disciplined training environment for teenaged children who are in danger of not completing, or have dropped out of, high school. The program aim is to develop educated, well rounded and productive citizens and is comprised of eight core components: Educational Excellence, Responsible Citizenship, Leadership and Fellowship, Job Skills, Community Service, Physical Fitness, Life-Coping skills, and Health Education. The program has had a very high success rate in providing the leadership and encouragement necessary for "at risk" youths to pursue higher education and/or entry into the armed forces).³⁷

PENNSYLVANIA (PA) AND LITHUANIA

Pennsylvania has been another very active state in the SPP. One of the most successful events provided by PA was to arrange a visit by the Lithuania Head of parliament, the parliament's head of its military committee, and a member of Lithuania's minority party. The visit lasted ten days and the agenda included almost 70 different instructional periods. They visited the US Army War College for a seminar on the role of the military in a democratic society and a lesson from three attorneys covering our military justice system. The group also visited, and learned, how the Pennsylvania legislature works. Members of the Pennsylvania National Guard then outlined the Guard's role in emergency operations. The tour continued with a visit

to Philadelphia for a briefing from city police and city government on handling emergency situations. An important aspect emphasized throughout the visit was the role of the National Guard's citizen soldiers. A military force, subordinate to civilian leadership, that is available for both domestic and national emergencies. This visit was instrumental in gaining the Lithuanian government's support for a military structure similar to that of the National Guard.³⁸

Pennsylvania has provided an average of nineteen SPP events per year since 1994. Topics of the events have ranged from numerous military functions to emergency management and disaster preparedness.³⁹

HOW CAN WE IMPROVE THE STATE PARTNERSHIP PROGRAM

FUNDING – (MEANS)

Increased funding would go a long way towards improving the state partnership program and giving additional recognition to the valuable shaping capabilities it provides. Currently, only one state has a full time dedicated coordinator for their SPP and this position is not officially funded meaning the state is taking it out of hide. The SPP coordinator responsibilities for all other participating states are an additional duty assignment.⁴⁰ As such, the amount of initiative and motivation provided towards directing a state's partnership program and creating training opportunities is directly impacted by the level of primary responsibilities already placed on their SPP coordinator. To have a successful program, it's important for the coordinating officer to be a self starter, and willing to take the initiative necessary to create an organized planning and tracking system to help overcome the bureaucratic barriers that can discourage, or slow down the average soldier.⁴¹

POOLING OF RESOURCES – (WAYS)

Training in the U.S.

Although individual state SPP activities receive oversight by NGB and/or USEUCOM headquarters, there has been only limited coordination between the various states National Guards. A method to perhaps leverage talent and resources would be to form regional state partnerships or coalitions among geographically neighboring states. In this fashion, the difficult task of developing and staffing individual training events can be shared.⁴² Similar to the active force, increased OPTEMPO has also become a burden to the reserve components. By sharing the responsibilities of preparing and conducting training events, the Guard could not only

become more efficient, but also provide a wider variety of training programs to partner countries. As an example, if Maryland, Pennsylvania, and New Jersey were to coordinate training efforts, the state with the most military medical expertise could develop and teach medical related tasks, while the other two states could develop training in aviation and transportation activities. In this fashion, each state can focus its resources on one concentrated area but as partner countries visit, they can receive training in three different subject areas. A logical coalition for combined training could be developed in the northeastern United States. Currently, New York is an associate partner with NJ for Albania and they have already coordinated some events with Vermont, which is the Partner State for Macedonia. These states could easily combine with Pennsylvania and Maryland to form the northeastern SPP training coalition and not only share personnel but also rotate training in the United States between Fort Drum, New York, Fort Indian Town Gap, Pennsylvania, and Fort Dix, New Jersey.

Training Overseas

In a similar fashion to training in the U.S., partner states could also organize a traveling training team that could leverage its talent and expertise by visiting multiple partner countries during a trip overseas. In addition, the traveling team composition should not be limited to state NG assets. Coordination should take place with other key federal agencies to provide training in their area of expertise. Some key agencies that should be strongly considered include Environmental Protection, Nuclear Regulatory, Transportation, Economic Development, Bank Regulatory, Law Enforcement, Emergency Management, and the National Institute of Health & Welfare. A training team with this wide variety of expertise could then visit multiple partner countries during their trip overseas. This would maximize the value of the transportation dollars spent to send the teams and could also spread out the associated training costs among other federal agencies. Most federal agencies have training dollars budgeted and could get a much larger return for their training dollars by joining the SPP training program.

MEASURING SUCCESS

The many people interviewed during my SPP research all agreed that measuring the success of the program is difficult. An officer who helped development the partnership program stated that measuring success has always been a difficult task. In fact, once partner states began planning events, it was difficult to keep track of the various activities and insure that they conformed to NATO requirements.⁴³ At the partner state level, success appears to be measured by the number of events that are planned and executed. The SPP coordinator will

need to keep clear documentation to provide progressive training events rather just training repetition. NGB indicated that the task of measuring success should lie with the CinC, as the SPP is one of the tools considered by the CinC when developing his TEP.⁴⁴ Partner nations measure success by achieving progress in their ultimate goal of becoming a member of NATO. While it is difficult to wrap your arms around specific success indicators, the goal of promoting stability and democracy can only be achieved by incremental training events.

KEYS TO A SUCCESSFUL PARTNERSHIP

There are thirty-three states and territories participating in SPP. The degree of success can vary a great deal from state to state. The key to a successful SPP is the level of support provided by the state TAG and Governor. If the state's top leaders (Governor and Adjutant General) are behind the program, then the SPP coordinator will be able to take the initiative to plan a variety of training missions and feel confident that he/she will get the necessary support. Without this support, training could be planned but not executed because unit commanders are sometimes reluctant to divert personnel from wartime mission training in support of a SPP program.⁴⁵

CONCLUSIONS

The National Guard is uniquely suited to participate in efforts to build democratic institutions; its cooperative efforts to nations maximize the advantages its citizen soldier and airmen bring to shape the international environment. As a reserve component, the National Guard demonstrates how nations can possess a significant defense capability at a much lower cost than active forces, a subject of vital interest to emerging democracies struggling with fiscal constraints as well as issues involving conflict and peace. Furthermore, neighboring countries perceive less threat from reserve forces than a large standing military.⁴⁶

More importantly, members of the National Guard provide durable links to their communities. In addition to being highly skilled soldiers and airmen, they are community leaders, bankers, teachers, lawyers, doctors, engineers, mechanics, police officers, computer programmers, and business owners. Members of the National Guard represent virtually every profession necessary to a productive economy and a robust civil society. While active duty personnel rotate assignments on a two or three-year basis, many National Guard soldiers and airmen serve their entire careers in the same units and neighborhoods. The friendships and associations they build with partner nations will form lasting ties between individuals, units, and communities. The SPP is not in nations throughout the world just to provide military training.

The soldiers and Airmen participating in the SPP are tearing down the idea that we are ugly Americans. The citizens of the former Warsaw pact countries have been taught for years that Americans are evil and only want to conquer them. The SPP goes beyond military training by selling American ideals and culture. Comments heard from many western Europeans following contact with National Guards soldiers and airmen is that the Americans are really very nice people, not what they had been lead to believe for so many years.⁴⁷

The National Guard's international initiatives will continue to promote trust, understanding, and cooperative relationships that will benefit the citizens of all nations involved.⁴⁸ The expanded funding and use of the National Guard in shaping through engagement missions will alleviate some of the burden placed upon our downsized active duty force and leverage the military and civilian skills of our citizen soldiers and airmen. In addition, by eliminating some of the restrictions placed upon the numbers and types of missions that will be funded by the CinCs, National Guard personnel can provide valuable training to partner countries in the skills and professions necessary to build and develop thriving communities, cities and nations.

Let's look at the impact of the SPP in terms of strategic Ends, Ways and Means. The **Ends** for the United States include a stable and peaceful world order. Our partner nations look to improve the quality of life for their citizens and develop a growing economy capable of providing a stable social infrastructure. Both the U.S. and partner nations look for the ability of individual nations to operate and prosper with a free democratic society and to maintain military forces subordinate to civilian authorities. By achieving these goals, partner nations can then hopefully gain admission into the NATO. The National Guard SPP provides a vital part of the **Ways** necessary to achieve the desired Ends. One of the best **Means** to reach the desired ends would be additional funding and support for the State Partnership Program. Unfortunately, it is a very difficult task trying to convince our senior military leadership that by allocating a little less money towards warfighting we could make dramatic strides in shaping activities and ultimately allow us to reach the desired end state at a much quicker pace. I contend that the dollars spent to establish democratic and economic viable nations would be a drop in the bucket against what it would cost the United States to wage a war or have to staff a peacekeeping or peace enforcing force.

Ends = Peace and stable world order.

Ways = Shaping through engagement utilizing the National Guard State Partnership Program.

Means = Increased support to SPP through additional funding and Manning.

WORD COUNT = 4,783

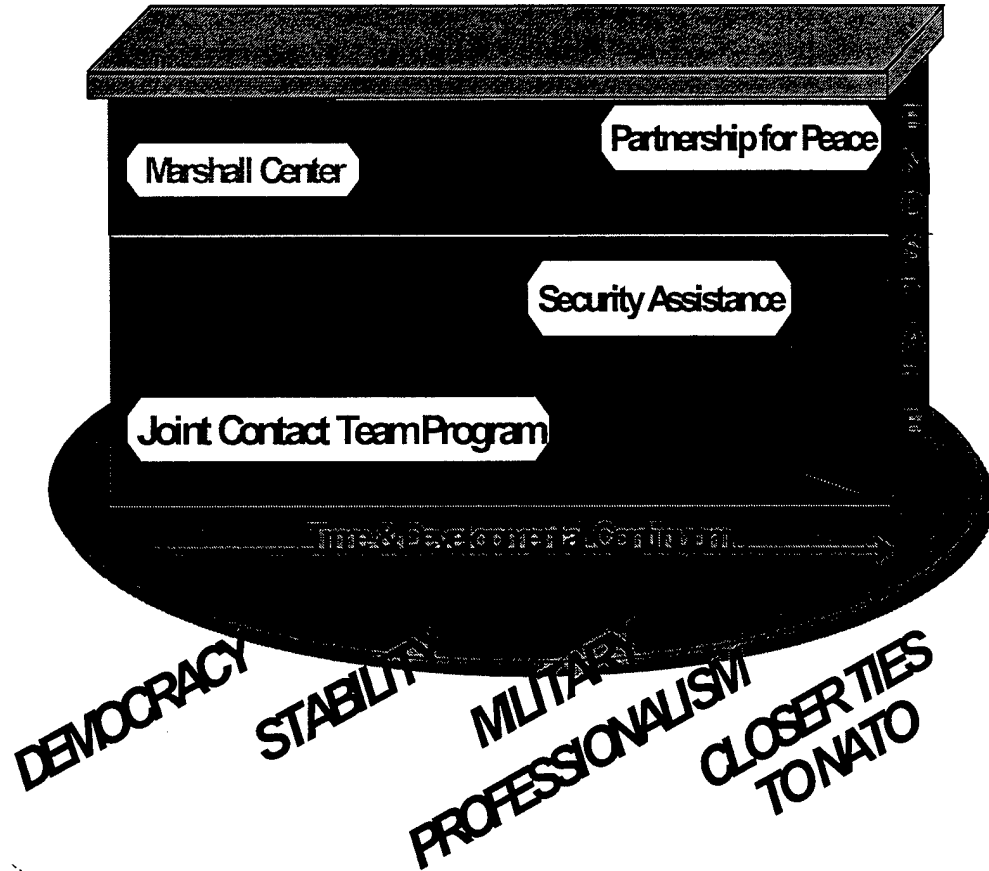
STATE PARTNERSHIP PROGRAM PARTICIPANTS

Alabama	Romania
Arizona	Kazakhstan
California & Kansas*	Ukraine
Colorado	Slovenia
District of Columbia	Jamaica
Florida	Venezuela
Georgia	Republic of Georgia
Hawaii	Philippines
Illinois	Poland
Indiana	Slovakia
Kentucky	Ecuador
Louisiana	Uzbekistan
Louisiana	Belize
Maryland	Estonia
Montana	Kyrgyzstan
Michigan	Latvia
Minnesota	Croatia
Mississippi	Bolivia
Missouri	Panama
Nevada	Turkmenistan
North Carolina	Moldova
New Hampshire	El Salvador
New Jersey & New York*	Albania
Ohio	Hungary
Pennsylvania	Lithuania
Puerto Rico	Honduras
Tennessee	Bulgaria
Texas & Nebraska*	Czech Republic
Utah	Belarus
Vermont	Macedonia
West Virginia	Peru

PEACETIME ENGAGEMENT TIMELINE



*Peacetime Engagement
A Foundation for Democracy*



UNCLASSIFIED

The above chart depicts the timeline for emerging nations to achieve acceptance by NATO. The line shows a great deal of emphasis early with the Joint Contact Team Program and Marshall Center. The State Partnership for Peace activities start slowly and build over time helping the emerging nations gain eventual acceptance into NATO.

ENDNOTES

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